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ABSTRACT

This paper examines emergency food provider networks in rural southern Illinois. An overview focuses on recent research reports on hunger in America, official federal emergency food assistance policy and criticisms of that policy, and the role of the private sector in emergency food distribution. The review details the disagreements on policy and programs that existed between the Reagan administration and critics of the federal emergency food assistance efforts. A survey of primarily church-based food pantries and soup kitchens in four rural southern Illinois counties was conducted, aimed at discovering which viewpoint was more accurate. The 15 respondents were paid staff or volunteer leaders with 1-24 years experience in hunger work. Survey findings closely resembled the picture painted by administration critics. Respondents reported growing hunger in southern Illinois, an awareness of the "new poor" as recipients of emergency food, and significant food distribution problems related to conflicts between the needs of large bureaucratic organizations (government and donor corporations) and those of small church-based community groups. Respondents ascribed the increased need for their services to effects of federal budget cuts, unemployment, and underemployment, as opposed to administration claims that surplus commodities and corporate food waste have created increased demand for emergency food. Few providers offered programming that promoted the concept of self-help. This report contains 61 references, a list of 24 recent reports on hunger in America, a tabulation of Aid to Families with Dependent Children and food stamp benefits by state, and the survey instrument. (SV)

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EMERGENCY FOOD PROVIDERS IN SOUTHERN ILLINOIS

by

Mary O'Hara

B.S., Southern Illinois University - Carbondale, 1974

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in Partial Fulfillment of the Requirements
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CHAPTER 1

OVERVIEW THE PROBLEM TO BE STUDIED

Hands Across America, "Samaritan," a T.V. movie on the life of community activist Mitch Snyder, Farm Aid, "Comic Relief" and hundreds of newspaper and T.V. features symbolize America's growing concern over the issue of hunger in America.

Hunger, according to at least twenty-three separate studies conducted over the past five years, is increasing in America (Appendix A). The studies were undertaken by church organizations, medical and academic experts, municipal organizations, and citizen and public interest groups. The conclusions are based on analysis of socio-economic and medical data and on interviews and surveys of political leaders, administration agency heads, health care providers, emergency food providers, community organizations and the hungry. One such study, Hunger in America (Physicians Task Force on Hunger, 1985), found hunger to be a "national health epidemic . . . that is more widespread and serious than at any time in the last ten to fifteen years" (p. XIX). Another report by the Food Research Action Center (FRAC) and the National Anti-hunger Coalition (FRAC, 1984) cites six studies all concluding hunger in America has reached a level at which health is

being compromised, particularly the health of young children.

While groups dispute the extent of hunger in America and causes and solutions to the problem, all acknowledge private sector emergency food provision efforts in the form of food banks, food pantries, soup kitchens, and corporate giving as a significant societal response to the problem of hunger. "Bitter Harvest II: A Status Report on the Need for Emergency Food Assistance in America," (FRAC, 1985) reports

> The universe of emergency food providers is unknown but the largest network of food banks which provides services to emergency food providers--Second Harvest, serves approximately 16,000 such providers (p. 101).

There are at least two other emergency food provider networks like Second Harvest linking food surplus in the private sector with emergency food providers at regional and local levels.

Hunger in the 80's, a Primer, (FRAC, 1984), reports,

> Soup kitchens and bread lines thought to be an occurrence limited to the depression era, have become almost commonplace. In cities of every size, and in every region of the country, emergency food outlets have sprung up to try to meet a need that seems only to grow. (p. 41)

The primer goes on to cite eleven reports with a national focus, all documenting increased demand for emergency food.

Is private sector emergency food provision the answer to solving America's hunger pains, or is it just a portion of the solution? If so, what portion? Are these providers

becoming, "an increasingly effective part of the social safety net," as reported in the "Report of the President's Task Force on Hunger," (Summary of Reports Concerning Hunger in America, 1983-1984, p. 13). Or, as reported in an article entitled, "Beyond the Soup Kitchen," (Amedei, 1985, p. 6), are church people,

> questioning whether it makes good sense to sustain the emergency food system--labor intensive, hopelessly inadequate and inefficient--in an effort to compensate for policies that are contributing to poverty and hunger?

Purpose of the Study

> Thirteen million of the nation's thirty-five million poor live in rural areas hidden in 'hollars' or on run-down farms.
>
> Rep. Mickey Leland
> Chairperson, House Select
> Committee on Hunger

> The principle needs of individuals in rural areas are information and transportation. Lack of transportation, eligibility guidelines, and false pride all effect distribution in rural communities. We need an increase in the amount of food for distribution.
>
> Peggy Van Loo
> Report of the President's
> Task Force on Food Assistance,
> 1984, p. 77

> Our area is rural and we are seeing more and more farm families coming into the pantry.
>
> Sue McCleary, South Central
> Community Action Program (CAP)--
> FRAC, 1985, p. 88

> Ours is a rural community and most of the church groups or civic organizations do not have the financial means to maintain an on-going food

> distribution. Our agency has experienced severe Community Services Block Grant budget cuts and is no longer able to absorb the additional costs of supplying food to these food banks and emergency pantries.
>
> Nancy Narberg, Indiana County CAP--Bitter Harvest, p.74

What is happening in rural food banks, food pantries and soup kitchens? More specifically, what is happening to rural southern Illinois food banks and food pantries? Are they functioning as an "increasingly effective social safety net" for southern Illinois' hungry? How do they work? Are they experiencing increasing demand for food? If so, are they able to meet this demand? What kinds of problems do they experience? How do they go about solving these problems? What do these emergency food providers see as the causes and solutions to the problem of hunger in southern Illinois?

It is the purpose of this study to shed some light on the above questions by examining emergency food provider networks, specifically food banks, food pantries, and soup kitchens in southern Illinois. (See Appendix B for definition of terms used in the study.)

The study focuses on the following:

1. Providing an overview of recent reports on hunger in America and the role of emergency food providers in addressing the problem of hunger in America; examining

official federal emergency food assistance policy and critics of that policy;

2. Providing a description of emergency food distribution in four southern Illinois counties--Jackson, Williamson, Perry and Franklin;

3. Examining the demand for emergency food in southern Illinois. Is it increasing/decreasing? Why?

4. Exploring the innovative "self-help" efforts of emergency food providers, both nationally and in southern Illinois.

Goals of the study include:

-- providing a description of the emergency food distribution system in southern Illinois based on interviews, surveys, and a review of literature by, and about, emergency food providers. The research will serve as a basis for comparison with nationally conducted studies of emergency food providers; and,

-- providing southern Illinois communities and emergency food providers with information on national and local emergency food distribution efforts. Information which will help them to better serve the hungry people of southern Illinois.

Relevance to the Field of Community Development

The study is relevant to the field of Community Development because, quite simply, the delivery of

emergency food to hungry people takes place in local communities. Also, the existence of a national emergency food distribution network is based upon the efforts of thousands of community-based organizations. Food banks, food pantries and soup kitchens, however adequate they may or may not be, represent the local responses of thousands of communities to the problem of hunger in America.

As noted in the Report of the President's Task Force on Food Assistance,

> Until the 1930's, food assistance was primarily the responsibility of local communities and private charities. In the early part of the century, assistance was informal and often irregular, and organized predominantly through local governments. Private charities, churches, unions and service organizations were the sole source of short-term or emergency needs. (1984, p. 185)

This changed during the Great Depression of the 1930's as the federal government began to expand its role in meeting social needs. Currently the federal government operates thirteen food assistance programs.

The resurgence of community initiated food assistance in the form of soup kitchens, food pantries and food banks means different things to different people. For some the return to community sponsored food represents a return to a more autonomous, decentralized, nonbureaucratic form of social welfare in which the community bands together to meet the needs of its members and thereby re-establishes a "function" of community perceived to be lost to federal

social welfare programs. For others the growth in numbers of community food assistance programs, as well as the increasing demand for food at this level, represents a failure in the "division of responsibility between local communities and the federal government" (President's Task Force, p. 70) with communities perceiving their responsibility as being short term emergency food assistance and the government's responsibility as long-term, anti-poverty programming. Still others view the situation as an opportunity for community groups to promote self-help, break cycles of dependency on federal programs and build self-esteem by providing educational programming promoting community gardening, preservation of foods, and bartering. Last, but certainly not least, is the basic belief that, "I am my brother's keeper". A major thrust behind the growth of community food assistance is the virtue of charity and the idea that charity begins within our own communities.

Certainly, the resurgence of community food assistance brings to the forefront many questions regarding the role/responsibility of the community, versus the state, in the construction of solutions to social problems.

While the research presented in this paper does not directly address these questions, it does describe the working of some rural community food assistance programs in their attempts to confront the social problem of hunger,

and it examines the obstacles faced in dealing with the social problem of hunger at the community level.

A significant aspect of the research presented in relation to the practice of community development is its focus on rural versus urban community food assistance. While many of the studies of food providers include rural food pantries/banks in their sample, the studies make no attempt to separate the rural experience in food provision from that of the urban experience. This delineation is important as it is estimated that close to 40% of the nation's poor live in rural areas (Leland, 1986).

As discussed by Gretchen Waltman in "Main Street Revisited: Social Work Practice in Rural Areas",

> The extent of the nation's rural population and concomitant social problems is often overlooked by designers of social policies, social services, and social work education programs. Differences in social work practice in rural versus urban settings are sufficient to warrant specialized attention. (1986, p. 467)

Waltman discusses how rural values of self-reliance, preservation of local autonomy, helping one's neighbor, reliance on tradition and resistance to change, and respect for long standing institutions must be taken into consideration by governmental agencies and voluntary organizations when they are addressing social problems in a rural setting.

CHAPTER 2

LITERATURE REVIEW

Overview

The literature reviewed consists primarily of research publciations by church organizations, medical and academic experts, public interest groups and governmental bodies. The publications were written over the period 1979 to 1986. National surveys of food banks, food pantries, and soup kitchens are the basis of many of the publications. The findings of the national surveys on emergency food providers serve as the basis for questionnaire development and comparison with survey results obtained from southern Illinois emergency food providers.

It is important to note these publications generally fall into two "camps". One camp, critics of current federal food assistance policy, finds the number of hungry people in the U.S. to be increasing and that the newly poor, (individuals and families with children who are effected by current economic conditions--the young, the recently unemployed, and middle class men), are joining the ranks of the "hard-core" poor, (the aged, homeless, disabled and traditionally poor) in the lines for emergency food aid. The critics point to the results of

numerous studies of emergency food distribution networks to prove their point. Cutbacks in federal funding of social programs and unemployment are the major causes of the increase in hunger. Solutions posed by this group are: increase funding of social welfare programs; major reform of social welfare policies especially with regard to the Food Stamp Program; jobs programs; and the implementation by the federal government of a systematic and thorough method of collecting figures on poverty in the United States.

The thinking of the second "camp" is best represented by the Reagan Administration's official food assistance policy. Supporters of the administration's policy acknowledge the major findings of the governments critics but they generally report that "there is little systematic evidence of widespread or increasing undernutrition in the U.S." (President's Task Force on Food Assistance, 1984, p. xv). Their studies and reports tend to focus on proving the "numbers" and improving programs and policies so the deserving, truly needy poor are served versus the undeserving poor. Frequent arguements of the supporters are that: 1) the federal food assistance safety net is adequate, as poverty has increased, these programs have increased to meet the needs of the poor; 2) private sector efforts in emergency distribution are an important part of the nation's safety net and thus a legal environment

conducive to enhancing private sector food distribution activity should be enacted legislatively; and 3) Federal food assistance programs should be decentralized and moved to state, local and private food assistance programs.

Both critics and supporters address several major areas of concern. These provide an outline for the presentation of information gathered through the literature review. They are:

1. - The Extent of Hunger in America;
2. - Populations of Concern;
3. - The Federal Safety Net;
4. - Private Sector Efforts;

The Extent of Hunger in America

Critics of Official Federal Food Assistance Policy

Food pantries, or shelves, usually operate through church or other voluntary organizations. They, like the soup kitchen (meals on premise), provide free or low cost emergency food to the needy at a local level. The food comes from food banks and/or local food drives and solicitations.

The concept of private sector food distribution is nothing new on the American scene. What is new, however, is the increase in the number of soup kitchens and food pantries, the increasing number of people utilizing these centers, and the development of food banks, food bank networks and their linkages with the corporate world.

Numerous studies point to these developments as hard evidence of increasing hunger in America.

Representative Leon E. Panetta, Chairperson of the House Agriculture Subcommittee on Nutrition, reported to the Committee:

> . . . Everywhere we went, whether it was Cleveland, Ohio, Birmingham, Alabama or L.A., we heard the same story. The use of soup kitchens, food pantries and hunger centers is up dramatically in the past two years, in some areas by 400-500 percent. (FRAC, 1984, p. 50)

Several studies report an "explosion" in private sector emergency food distribution (FRAC, 1985; Bryan, 1983; Center for Budget and Policy Priorities, 1983). Second Harvest, the larest network of food banks serves 16,000 emergency food providers alone, and there are several other food bank networks (FRAC, 1985, p. 101). A one year study on the number of Chicago based food pantries found there were between 400-500 operating in 1983 as compared to 200 pantries city-wide in 1982 (Bryan, 1983).

Studies examining the number of people served by emergency food providers consistently report increases (FRAC, 1985; Peterson, 1985; Bread for the World, 1985; Center on Budget and Policy Priorities, 1983). Pounds of food distributed through food banks and their affiliates have significantly increased as well (U.S. Department of Agriculture, 1984 and Peterson, 1985).

Official Federal Food Assistance Policy

How do official policy makers respond to these studies, all citing increasing numbers of emergency food providers and increasing numbers of people served by these providers, as evidence of the increasing extent of hunger in America? "The Report of the President's Task Force on Food Assistance" (1984), offers the best explanation of the Administration's view of the relationship between the growth of private emergency food distribution networks and increasing hunger. The Task Force concludes that while hunger does exist in America the number of hungry people cannot be "definitely" measured. The indicators utilized by the critics of official policy, increased number of emergency food providers and increased number of people served, do not reflect an increase in hunger. What they reflect is a humanitarian expansion of services provided by the private sector in response to increases in the poverty rate rather than in the extent of hunger.

> When incomes fall and poverty increases, there is a concurrent humanitarian response for voluntary sources to complement the increase in public assistance programs. This is undoubtedly one of the reasons behind the growth of private sector food assistance in recent years. People in need are offered aid from volunteers who contribute time, effort and commodities. The amount of food which the private sector makes available has increased independently of the growth of the population in need. Factors which account for this expansion of private efforts include: better tax incentives encouraging commercial donations; establishment of new channels for the distribution of donated foods, such as food banks; and increase in

> government commodity distribution. These changes have contributed to the large increases in the amount of high quality food available for distribution for free or at a minimal cost. While it has become possible for private charitable organizations to offer far more services than several years ago, it should not necessarily be inferred that more private sector activity means that hunger has increased commensurately. Both need and availablity have grown significantly.
>
> President's Task Force on Food Assistance (1984, p. 38)

The administration acknowledges increases in the official poverty rate, but disconnects the issue of hunger from that of poverty. People can be poor, that is have a low income, and not be hungry, according to the administration. Conversely, people can be hungry and not be poor. Rather, they are unable to obtain adequate amounts of food or unable, due to lack of access or education, to obtain adequate nutrition from food. In testimony before the Task Force, James Bovard illustrates this point by citing an article he wrote for the Heritage Foundation. The article points out that while "federal food assistance has increased 100 fold since 1955, caloric intake has declined" (p. 60). Bovard (1983), points to numerous studies which illustrate that receipt of food stamp benefits does not better the nutrition of low income people. People can have access to food but this does not mean they will choose to spend money or food stamps on food that will adequately nourish them. They may still be hungry due to consumption habits.

The current administration implicitly questions whether the problem of increasing hunger has any basis in reality. And, if hunger is real and increasing, why at a time when the government is spending more on social programs than ever before? To answer this question, administration supporters focus their attention on the behaviors of the poor.

Walter Williams, a conservative economist at George Mason College, stated when interviewed by USA Today:

> . . . I've seen no people dying from starvation a la Chad, Bangladesh or Ethiopia. I rather suspect most people in the U.S. soup kitchen lines have a few coin in their jeans they'd rather keep for items not handed out free--like wine, dope or cigarettes . . . . Hunger in America is the latest hoax being played on a vulnerable American public. ("Do Liberals Bloat the Hunger Problem," p. 60)

In a now famous interview, in which White House counselor Edwin Meese called allegations of hunger in the U.S. "anecdotal", Meese responds to the question of why people are going to soup kitchens on holidays in the following manner,

> Well I think some people are going to soup kitchens voluntarily. I know we've had considerable information that people go to soup kitchens because the food is free and that it is easier than paying for it. (Center on Budget and Policy Priorities, 1983, Appendix B)

Populations of Concern

Critics of Official Federal Food Assistance Policy

> Then, all too quickly, those in charge of soup kitchens and emergency food supplies began to notice a change in their clientele. Places that had only served elderly, alcoholics, and disoriented street people found themselves serving a growing number of unemployed workers and their children. In August of 1983, a Baltimore soup kitchen could report that its typical clients were now unemployed people with young children. By December 1983, that was true in Dallas, Phoenix, Providence, Milwaukee. Nationwide hunger was appearing in a new form in the 1980's, one more common to the 1930's than to the 1970's. (FRAC, 1984, p. iv)

In March and April of 1986, members of Student Public Interest Research Groups conducted surveys at 74 emergency food distribution centers in eleven states representing every region in the country. They surveyed emergency food recipients in order to gain an understanding of who is using food pantries and soup kitchens. Their summary findings, based on 1,574 responses, mirror those of other studies reporting a change in the characteristics of populations utilizing emergency food providers (FRAC, Bitter Harvest II, 1985, and Bread for the World, 1985). The "new poor" are becoming increasingly visible at food pantries and soup kitchens. Recipients of emergency food provisions are more and more frequently families with children. Other frequent users are the long-term unemployed who have given up hope of finding work, and the newly unemployed.

Of great concern is the health of children being served by emergency food providers. The Physicians Task Force on Hunger (1985) reports that hunger diseases of the Third World are now being found in urban areas. The Washington Post reported on a study conducted by the Department of Health and Human Services which suggests a half-million poor children under six years of age are malnourished (FRAC, 1984). The Children's Defense Fund reports the United States is tied for last place in infant mortality rankings of industrialized nations. Thirty-five years ago the U.S. ranked sixth: it now ranks twentieth (Seeds, 1987, p. 5).

Official Federal Food Asistance Policy

While acknowledging the existence of the "new poor" as a population of concern, the administration regards this population as a very small part of the poverty population.

> This is shown by the limited overlap between poverty and unemployment . . . for 60 percent of those who are currently in poverty, the reason is not the recent loss of a job. . . . Most households that experience some unemployment do not fall into poverty. Continued economic growth and reduced unemployment should restore economic well being to this group. (President's Task Force on Food Assistance, p. 12-13)

Balance in the system will eventually be restored.

Robert Carleson, Special Advisor to the President, suggests the unemployed may be utilizing soup kitchens and food pantries for reasons other than hunger. He describes

the two income family in which one member becomes unemployed. They may have a mortgage, second home or a boat and, as a result, be disqualified for food stamps.

> Rather than reduce their standard of living, they go to a food line some evenings or at lunch time to take the pressure off. That could very well be the case. (Demkovich, 1983, p. 2051)

Regarding the nutritional status of the poor, the administration refers to Health and Nutrition Examination Survey (HANES) I (1971-1974) and II (1976-1980), the Nationwide Food Consumption Survey (NCFS, 1977-1978); and a Centers for Disease Control Study (CDC, 1977-1982) and concludes: "These surveillance systems do not give any indication of undernutrition being widespread or of growing public concern" (President's Task Force on Food Assistance, p. 206). The Task Force report cites a Department of Health and Human Services report which found overnutrition and, "inappropriate emphasis on certain nutritional components", to be America's nutrition problem.

If, indeed there are children who are malnourished, current policy makers point out, this does not automatically mean that government policies are to blame. Parents are responsible for the nourishment of their children. And, no amount of food stamps will make up for a parent who is irresponsible or ignorant of proper nutrition. The supporters of current food assistance

policy also point to "surveys and pseudo surveys" on hunger in America and cry, "bad science."

The Federal Safety Net

Critics of Official Federal Food Assistance Policy

Reports on hunger from administration critics locate the causes of the re-emergence of hunger in federal cutbacks in social programs and a depressed economy. As unemployment and poverty rates have increased, funding to help those in need has decreased.

According to Bread for the World, a 42,000 member national Christian Citizen Lobby, approximately 17 million people have had their benefits reduced as a result of federal budget cuts. One million people were taken off the food stamp rolls. Bread for the World contends, "About 80 percent of the cuts in food stamps were at the expense of families living below the official government poverty line" (Demkovich, 1983, p. 2050).

Surveys of emergency food providers consistently find that a significant portion of people they served were those whose food stamps had run out by the end of the month. Food pantries and soup kitchens are overwhelmed at the end of each month by people who have used up their monthly allotment of food stamps. This occurrence is attributed to the administration's strategy for reducing federal expenditures. That is, to raise eligibility standards for

(access to) food programs and then lower benefits for those who remain eligible. "Over two-thirds of the cuts in food stamps have come from reducing benefits for households living below the poverty line" (FRAC, 1985, p. III). According to a report in Seeds Magazine (Leland, 1986), the purchasing power of welfare benefits declined 33 percent from 1970 to 1986. The maximum food stamp benefit per person per meal is about 70 cents. The average benefit is 40 cents per person per meal (FRAC, 1984, p. 29).

Study results of the Food Research Action Center (1984) and the Physician's Task Force on Hunger (1986) indicate that while the number of Americans with low incomes who are at risk of hunger is increasing the number of people getting food stamps is decreasing. The Physician's Task Force reports that in 1980 the rate of food stamp coverage of people below poverty level was 65 percent. This figure fell to 55 percent in 1984.

The Physician's Task Force report also draws attention to the direct linkage between hunger and poverty as expressed in federal policy. The Task Force explains that the official poverty level is based on two measures. They are,

> the portion of income that poor families are expected to spend for food, and the estimated cost of a minimally adequate diet. The U.S. Department of Agriculture determined that poor families spend about one-third of their incomes on food. Based on this determination, the government sets the federal poverty level at three times the cost of a minimally adequate diet (p. 7).

This minimally adequate diet is known as the Thrifty Food Plan (TFP) and is the subject of much criticism by Task Force Members.

They contend that the TFP has two major flaws. "It seriously underestimates real need and it fails to account for variability" (p. 9). Consequently, its utilization in establishing food stamp allocations for poor families and in calculating the federal poverty level lessens the numbers of poor and fails to provide enough food stamps for an adequate diet. Used as both the basis for determining the extent of poverty and food stamp allocations, the TFP is seriously flawed as it is in its essence a creature of the extremely political budget making process. It is not based on a thorough examination of human needs.

A significant public misconception of the federal poverty level which the Task Force points out is that it is a "ceiling not a floor" (p. 16). The federal poverty level does not represent an income level below which the poor are guarded against falling through by federal and state welfare programs. The Task Force contends that the average poor family of four does not have the income established as poverty level for a family of four ($10,609). The report points out that in no state does the Aid to Dependent Children (AFDC) plus the Food Stamp benefit combined bring a family up to poverty level (see Appendix C). Also it is important to note Congressional Budget Office reports which

show that only 38 percent of those unemployed in 1986 received unemployment insurance. This figure compares with 78 percent of the unemployed who received benefits during the 1975 recession when unemployment rates were comparable.

Official Federal Food Assistance Policy

The administration's response to claims that government policies are to blame for the reappearance of hunger are varied, ranging from arguments that the federal response has kept up with need to claiming that allegations of hunger are politically motivated. Former Presidential Advisor Edwin Meese stated the issue thusly:

> So if there are hungry children in America, the question is, why are they hungry? The United States government is spending more on food assistance than it ever has in history. We're spending it for more categories of people, we're spending it for higher levels of income than we ever have before and I think the real question is, if people are hungry, if there are such individuals, particularly children, then why are they hungry? (Center on Budget and Policy Priorities, 1983, Appendix B).

The President's Task Force (1984) echoes this sentiment. The question is, if there are indeed hungry people, why isn't the funding reaching them? The focus is changed from the administration to the actual existence of the hungry and their problems in obtaining food stamps. President Reagan's response is that the hungry are ignorant of programs that will feed them (Southern Illinoisan, May 22, 1986, p. 3).

Robert Carleson, a special assistant to the President for Policy Development, responds to claims that federal food assistance cutbacks are the cause of increased usage of private emergency food distribution networks by asserting that it is a public misconception that food stamps should last the entire month and that, "it has always been the case that almost anybody, whether they're poor or not, tends to run out of money before the end of the pay period" (Demkovich, 1983, p. 2050).

Regarding claims that policy reforms coupled with cutbacks have resulted in benefit reductions to the truly needy the administration responds, "the changes that were made were all in the higher income end of the scale so that benefits could be directed towards those genuinely in need" (Demkovich, p. 2050). Administration representatives are also quick to point out that cries that federal welfare benefits in the form of food stamps and AFDC do not bring recipient incomes up to the poverty line, do not take into consideration in-kind income from federal and state programs like rent subsidies, energy assistance, medicade, and school lunches.

The Role of the Private Sector

The emergency food distribution network can best be described by utilizing the following diagram (Second Harvest, 1984, p. 9) and Appendix B, "Definition of Terms".

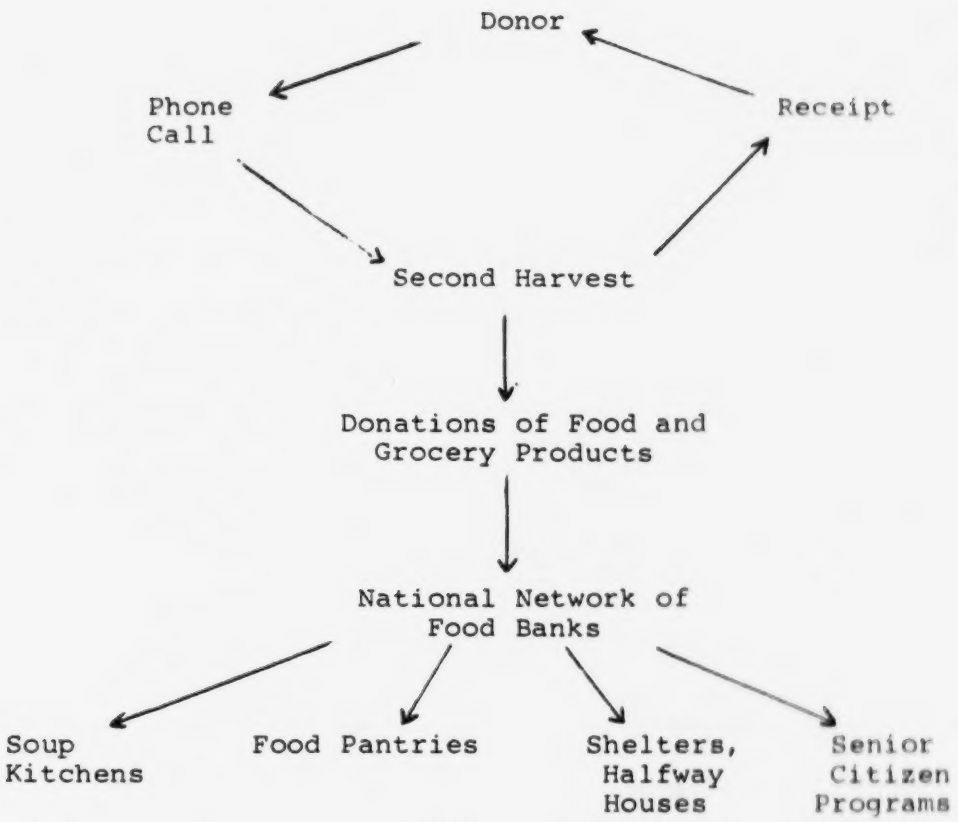


Figure 1. Emergency Food Distribution Network

Donors in the form of the food industry, fruit growers, and restaurant chains (see Appendix D) contact or are contacted by Second Harvest which serves as a conduit between food banks and the suppliers of surplus food. The surplus food donated takes the form of edible but not marketable food. The food is not marketable due to product overruns, test market failures, day old baked goods,

cosmetic imperfections, consumer preferences or producer standards. The food banks in turn store and distribute surplus food to soup kitchens and food pantries at prices ranging from five to twelve cents a pound. Food pantries, soup kitchens, shelters and senior citizen programs in their turn distribute this food to the needy in local communities and neighborhoods. Food banks, pantries, and other feeding programs also solicit and distribute United States Government Surplus Food in the form of cheese, butter, powdered milk and honey.

The following is a brief history of the beginnings of the national food distribution network. It is exerpted from the magazine, Seeds - Christians Concerned About Hunger (Peterson, 1985, pp. 14-15).

> Food banking started in Phoenix, Arizona, in 1966. John van Hengel a volunteer for the St. Vincent de Paul feeding program, got produce sheds and grocery stores to give him food that would be wasted. He recruited unemployed people to help him glean harvested fields. They gathered more than St. Vincent de Paul's dining hall could handle but realized the community needed the salvaged food. So with a warehouse from St. Mary's Church, a truck donated by the Kiwanis, and a cooler and freezer donated by a grocery chain, the country's first food bank opened its doors. By 1971 St. Mary's was distributing about a million pounds of food a year to 80 agencies around Arizona.
>
> In 1976 with a $46,000 unsolicited grant from the federal Community Services Administration, van Hengel began training people in other cities for food banking. And the food bank network was born.

> In 1979 Second Harvest incorporated with 2.5 million pounds of food given by six companies. Today based in Chicago, the Second Harvest Food Bank network includes 75 food banks which distribute food to 16,000 feeding programs nationwide.

As mentioned in the exerpt, there are several "forces" which have facilitated the formation of the network. They are: the Federal Tax Reform Act of 1976, Good Samaritan Laws, the Agricultural Act of 1981, the Temporary Food Assistance Program (1983), the Federal Emergency Management Agency Program (1983), and food waste (see Appendix E). The roles and responsibilities of the "players" in the emergency food distribution network are largely determined by the above pieces of legislation and by corporate needs. For example, to comply with provisions of the Federal Tax Reform Act corporations must be able to document donations, and insure that donated food is handled according to industry standards. Corporations also want Second Harvest to have in place security measures which, "prevent the possibility of a donated item being sold" (leakage into secondary markets). They also want to make sure that name brand integrity is protected (Second Harvest, 1984). As a result, membership in the Second Harvest food network is determined on the basis of the food bank's abilities to meet Second Harvest requirements which are developed in response to laws governing the food industry and the needs of the food industry. Consequently, a food pantry or soup kitchen's access to food bank supplies is contingent upon

its ability to meet the standards and procedures of the food bank. These standards and procedures govern areas such as tax status of network members (501-C3), liability insurance, accounting, reporting and inventory controls, storage space, and health and safety regulations. Food banks, food pantries, soup kitchens and other recipients of government surplus commodities must comply with federal laws in order to receive food. As a result, policy and procedures at food banks/food pantries, feeding centers and the like, reflect the needs, such as that of accountability, of the federal government.

Figure 2 provides a flow chart depicting the typical Food Bank and Food Box (pantry) relationship.

Private Sector Efforts - Issues in Emergency Food Distribution

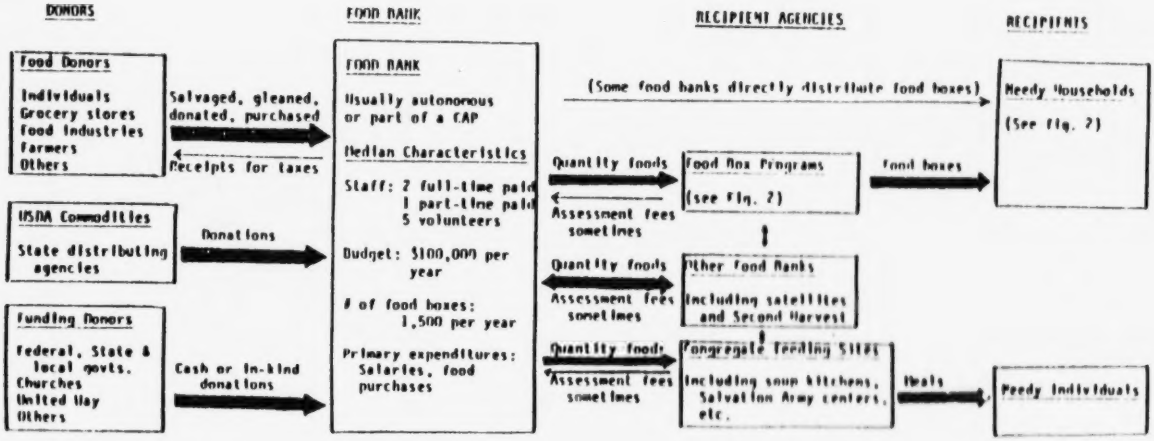
The Role of Emergency Food Providers

The Executive Summary of the President's Task Force on Food Assistance contains the following remarks on the role of food banks and food pantries:

> Private soup kitchens, food banks and pantries constitute an integral part of the nation's food assistance safety net. The existence of such organizations does not imply the failure of federal programs. Instead, the private sector is often more efficient in meeting specialized or localized needs. Private programs are successful in reaching the homeless, who often refuse to participate in complex and impersonal public welfare programs. (p. xiv)

Figure 2

-- Flow Chart of Typical Food Bank Relationships, Based on Fall 1982 Telephone Survey



Source: U.S. Department of Agriculture, Report of Food Demonstration Project, 1984, p.88

Emergency food providers accomplish many things through their collective efforts. They provide food to the hungry. They send a signal to the poor that says someone does care. They are successful in getting diverse classes of people personally involved with the problem of hunger in their communities. They create a greater understanding within the business community about why public programs are necessary (Amidei, 1985). There is, however, evidence that many church organizations which provide emergency food assistance are experiencing "role strain". That is, their efforts to feed the hungry are putting a strain on other ministerial roles. They are, "losing the call of their ministries and . . . becoming feeding centers" (Peterson, 1985, p. 16).

A church group reports that it is considering abandoning its annual food drive, not because it is unsuccessful, but because it takes months to organize and the food received through donations is exhausted in a few weeks. Organizers of the event feel that as long as the question of, "Why are people without food?" is not addressed, their efforts are cosmetic.

Two-thirds of the private charities surveyed by the Food Research Action Center reported that they are unable to meet the current demand for emergency food assistance (FRAC, 1985, p. 2). The Reverend Terry Henry of the Episcopal Church Center in New York City stated:

> that the Administration was perpetrating a kind of lie by suggesting private groups could compensate for cuts. Churches are taxed and stretched beyond our imagination by domestic and foreign need. (New York Times, 1983)

While a survey of volunteers at food banks, food pantries and soup kitchens found that "84.1 percent perceived the energy of volunteers to be the same or greater" than in 1985, (Seeds, Editorial 1986, p. 3), many church people are questioning whether the maintenance of emergency food sites is where they should be directing most of their efforts. They are concerned that their efforts, "initiated with the best intentions may be allowing the federal government to renege on its obligation to the poor and unemployed" (Amidei, 1985, p. 7).

Numerous church organizations at the national level are involved in attempts to influence public policy on the issue of hunger. The issue of how involved local food banks, food pantries, and soup kitchens can become in influencing public policy is problematic for several reasons. One, the tax status which enables food donations from corporations (501C-3), greatly limits the ability of these groups to address public policy through lobbying. At the organizational level, grassroot organizations are afraid that involvement in politics will factionalize volunteers and decrease the effectiveness of their work. In terms of volunteer energy, "in the fight to keep the doors open and shelves stocked, there is little time or

energy available for organizing around the broader issues," (Bryan, 1983, p. 15). According to H. Jean Bryan, the beginnings of more "broadly based support and organizing systems is emerging with the development of the emergency food distribution network".

Another "role" issue facing emergency food providers is focused at the individual volunteer level. Volunteers play a variety of roles in their work. They are fundraisers and administrators, counselors and diplomats. Many of the volunteers in emergency food sites are drawn to the work to fulfill their Christian duty of "Feed My Sheep", and soon find themselves in the role of the private detective or social worker in order to prevent duplication of services and to fulfill federal guidelines for commodity programs. The duplication of services issue and abuse of the system are a source of great frustration to volunteers. As food resources are limited, they are concerned that abuse and duplication of services will result in their inability to service those in need. The role of determining who are the truly needy is one which creates a great deal of discomfort for most emergency food volunteers.

Federal and Corporate Bureaucracy Impacts on Emergency Food Providers

The involvement of the Federal Government and private corporations in emergency food distribution efforts has many positive aspects. By providing surplus commodities and industry food "waste", both the public and private sectors fill a void in food aid. Their involvement has led to the development of the emergency food distribution network "infrastructure". There is, however, a "shadow-side" to their involvement.

Lipsky and Thibodeau examine this side in their report, "Food in the Warehouses, Hunger in the Streets" (1985). The report examines the federal government's distribution of two and a half billion pounds of surplus food to the needy through the food bank, soup kitchen and food pantry network. First, why did the government release this food? Lipsky and Thibodeau cite several reasons. Number one being the storage costs of food obtained through the federal dairy product price support program. A major objective of the report is to examine what happens when highly centralized, highly bureaucratic organizations work with highly decentralized, informal organizations.

The authors report,

> The problems experienced by food banks and other distribution agencies were hardly surprising.

> Normally, food banks and pantries exist on tight budgets at the forebearance of volunteers with variable involvement and reliability. These community programs tend to be founded out of commitment to the needs of the disadvantaged populations they serve. . . Making cheese and other commodities available to these organizations provided welcome additional nutritional resources, but also created demand and expectations which were costly for the organizations to bear . . . In particular, they now had responsibility for a perishable commodity that would arrive at uncertain times . . . . In short, many organizations lacking experience in bulk perishable foods found themselves responsible for receiving, storing and distributing cheese and butter. In addition they were held accountable to state and federal agencies that normally dealt with local governments, school systems and other public agencies whose administrative capacities were taken for granted. (Lipsky & Thibodeau, p. 9)

Distribution of surplus commodites through the private sector has many advantages for the federal government. An advantage of this policy for the federal government is the low cost of implementation by utilizating an existing voluntary network of community-based organizations. But, the report contends, the costs to these organizations may be high as they must, "live by someone else's rules" to get the food. Lipsky and Thibodeau contend that the government's value orientation of accountability and fiscal integrity threaten the human needs/"Feed My Sheep" value orientation of community based organizations and turns them into quasi-welfare programs. The authors of this report also point out, as these groups accept government funds and surplus commodities, they may become dependent on the

government and loose their grassroots basis of support as well as their legitimacy with the communities they serve.

Nutrition

While emergency food providers can provide food for the hungry, there is concern that the food provided is not nutritionally balanced. Fruits and, particularly, protein foods are difficult to keep on the shelves. Because emergency food providers must "take what they can get" from donations, the kinds of food available to clients is unpredictable and erratic (Lelyweld, 1985). Food banks and pantries report they feel obligated to accept non-nutritious food from donors in hopes they'll get something better next time (Nutrition Action, 1980).

The Physicians Task Force on Hunger is critical of the food distributed through the federal commodities program. They report,

> The butter and cheese most widely distributed are high in sodium and fat content. These foods are potentially hazardous to individuals with hypertension, heart disease and diabetes, all prevalent among poor Americans. (p. 106).

The Task Force also expressed concern for those who suffer with a chronic illness and utilize soup kitchens and food pantries as very few pantries make provisions for special dietary needs. Some pantries have volunteers purchase foods for their shelves from local grocery stores.

Concern has been voiced that these volunteers may lack the training to select food that will provide basic nutrients.

While acknowledging nutrition as an issue for emergency food providers, some volunteers and administrators feel what is most important is giving something to eat to satisfy the hungry person. Someone who is truly hungry is not thinking about nutrition, but rather, getting something to eat.

Corporate Involvement/Incentives

As mentioned earlier, the Tax Reform Act of 1976 allows corporations to deduct for tax purposes the cost of the production plus one-half of the retail market value of food donated to food banks. While the law acts as a significant incentive for food donations and has stocked many a bare pantry shelf, it does not go without criticism.

The concern that the law enables corporations to "dump" poor quality foods on the poor and at the same time make a profit is also being voiced. The Physicians Task Force on Hunger reports, "doctors observed what one termed the special irony of the private sector donating rotted food for which some businesses will receive a fifty cent on the dollar tax deduction," (Physicians Task Force, 1985, p. 91). Another report states, "the act is an example of how government provides direct aid to corporations but only indirect trickle-down assistance to the poor" (Frank, 1980,

p. 5-6). Indeed, as Lipsky and Thibadeau point out (1985) government programs have directly funded the development of an emergency food distribution infrastructure that enables corporate utilization of the Tax Reform Act of 1976 as well as government commodity distribution. Emergency food providers must have certain facilities in order to store and distribute food (freezers, refrigerators, office space). Federal funding (FEMA & TEFAP) enabled the purchase of these basics and directly facilitated the development of the emergency food distribution network. Corporate involvement and government programs fostering this involvement are viewed, by some, as an extension of the Reagan Administration efforts to "privatize the public sector," that is, to switch the government responsibilities for food programs over to the private sector in much the same way as government responsibility for such services as sewage, fire protection, and incarceration of criminals are being shifted to the private sector.

Administrators within the emergency food distribution network are quick to deny the importance of tax deductions as a motivating force in corporate involvement (O'Hara, 1986) and point to corporate involvement prior to the Tax Reform Act of 1976. They claim that a constellation of factors make donating attractive to the corporation. One of these factors is employee morale, which translates into employee productivity. Employees do not feel good when the

"fruits of their labor" are thrown away, especially when they know there are hungry people in America. Management also feels good about the relationship. Recruiters of corporate food donations say it is their personal contact with management and their appeals to the consciences of individuals in management which is another factor in eliciting corporate involvement. In fact, recruiters report that some corporate leaders help them leverage donations with other members of the food industry by introducing them or letting the recruiters use the a names to get a foot in the door. Other motivators of corporate involvement, are public image and increasing food waste disposal costs (O'Hara, 1986 and Boyd, 1983).

Private Sector Efforts - Innovation

Innovation within the emergency food distribution network, addresses the program needs and issues of food banks, pantries and soup kitchens in basically three areas: promotion of self-reliance; community involvement/education; and corporate giving.

Many people who work in soup kitchens, pantries and food banks find themselves in a dilemma. They want to help but fear creating a dependency on their services that will drain their resource and thwart the human potential of those they help. Attempts to resolve this dilemma are the source of innovation within the food aid movement.

Examples of innovative programs which promote self reliance are: Food cooperatives/buying clubs; community gardens, food recipient education programs, community hunger education programs and community resource development programs (See Appendix F).

The Hunger Education Food Garden Program developed by Joseph Kiefer, a faculty member of the Institute for Social Ecology, "uses gardening to teach young people about plant and soil science, social science, and specifically hunger," (Delcove, p. 1). The course is a part of the curricula of three grade schools in Vermont. Says Kiefer,

> I just could not sit by any longer and just apply bandaids to an ever spreading condition of poverty and unequal distribution of land and resources. At the same time I'd been volunteering my services at the Main Street School as a school garden science teacher. My emphasis was on world and local hunger and our direct action of growing food to donate to our local emergency food pantry seemed an appropriate response in developing local solutions. (Kiefer letter, 7/86).

Hunger Awareness "Workcamps" for young people have been organized by the Southeastern Michigan Food Coalition. These weekend workshops provide education on the issue of hunger as well as direct experience in soup kitchens and pantries. The children also gather donations for local emergency food providers (Seeds, April, 1987, p. 45).

The following "Recipe for Help" is a unique neighbor to neighbor program in Philadelphia:

Recipe For Help

Aid for Friends in Philadelphia provides needy shut-ins with seven free meals a week. Here is their recipe for action:

Ingredients (to serve one)
7 families who will be cooks
1 person who will collect the meals from volunteer cooks
1 person who will distribute the meals to needy shut-ins
a central freezer

* Buy aluminum trays with foil covers and plastic bags to seal them in. Start the families cooking. (Once a week a family will be expected to prepare an extra portion along with its regular family meal.) * Freeze each extra portion in the tray. * Collect the meals and take them to a central freezer. * Locate a needy shut-in person who could use a free meal once a day. Get someone to take the seven meals from the central freezer and deliver them to the shut-in. * Heat and serve.

This recipe provides one person with seven meals; recipe may be multiplied as resources will allow. (Keehn, 1978, p. 14).

The Boulder County Department of Community Action Programs suggests in its study, "Food Needs in Boulder County" (1983), the formation of community food policy planning committees. The purpose of these committees would be to "study and monitor food needs in the county and to develop, implement and coordinate programs to address these needs," (p. 15).

Efforts to maximize corporate and industry involvement in food distribution and donation include the development of "cause-related" marketing. Cause-related marketing involves, "companies that 'market' causes by contributing cash or products to non-profit organizations based on

customers' purchases of specific products during a specific time period," (Warth, 1986, p. 1). Cause-related marketing has several advantages for the not-for-profit sector. It creates a new pot of money as the money for such a campaign comes out of the companies' marketing budgets rather than community affairs budgets. As the competition for dollars from the latter is fierce, cause-related marketing provides a new opportunity for funding. It also gives both the not-for-profit organization and the sponsoring corporation media exposure.

Other examples of innovative programs to increase industry involvement are those initiated by trade associations. The Food Marketing Institute has undertaken studies to promote retail grocers' interaction with food banks. Coast to Coast Shippers Association facilitates the transportation of donated food from the source to the food bank. The Utah Restaurant Association has helped link restaurants' "left over" food with soup kitchens (President's Task Force on Food Assistance, 1984).

Private Sector Efforts - Rural

Reports which specifically study rural private sector emergency food distribution on a national basis were not discovered in the literature review. However, national surveys of emergency food distribution do include in their samples rural food banks, pantries and soup kitchens. When

specifically mentioned in these national surveys, the rural emergency food aid issues that emerge are: 1) Increases in demand for food; 2) usage of food pantries by farm families; 3) resource drain on church and civic organizations; and, 4)transportation problems (Bitter Harvest II, 1985, Lipsky & Thibodeau, 1985).

Other problems of rural food aid cited in The Missouri Association for Social Welfare's report "Homelessness in Missouri", (1985) include: a decrease in disposable income; lack of nutrition education; transportation to food outlets, especially for senior citizens and low income migrant workers; access to fresh whole food; and negative attitudes towards charity.

The Central Missouri Food Bank Network which serves rural food pantries reports distributing approximately 295,000 pounds of food in 1983. In 1986 they distributed over a million pounds of food (Central Missouri Food Bank Network, 1987). Delvarva Rural Ministries provided 97 food bags in 1982. In 1984 they distributed 135 food bags (Delvarva Hunger Watch report, 1984). The 1984 Salvation Army Study entitled, "The Worsening Hunger Crisis in Illinois" which surveyed operators of downstate food pantries, including pantries in southern Illinois found increasing need (See Appendix G).

CHAPTER 3

METHODOLOGY

Preliminary Research

The overall goals of the preliminary research have been to gain a "big picture" understanding of how the emergency food distribution network works and the various explanations of its existence. The preliminary research provides the context or "sets the stage" for the study of Southern Illinois emergency food distribution. This has taken the form of on-site visits to food banks and the regional office of the Second Harvest Food Bank Network, interviews with emergency food provider workers, and a review of the literature on the topics of hunger and national emergency food distribution.

Questionnaire Overview

The literature reviewed consists primarily of research publications by church organizations, medical and academic experts, public interest groups and governmental bodies. The publications were written over the period 1979 to 1986 and reflect the current federal food assistance policy and the views of critics of current policy. The findings from the literature review indicate there is little agreement, if any, between the Reagan administration and its critics

in their interpretations of hunger in America or their proposed solutions to the problem. The disparity between the two "camps" serves as the basis of the survey-questionnaire.

The survey of southern Illinois emergency food providers attempts to discover which viewpoint describes most accurately the "reality" of southern Illinois food pantries and soup kitchens. Through the questionnaire, the survey addresses the following questions developed as a result of the literature review:

1. Who operates food pantries/soup kitchens in southern Illinois? How do they operate? How do providers feel about their work? What problems do they experience?

2. Is the need for emergency food in southern Illinois increasing or decreasing? Who receives emergency food? Why?

3. Has the federal social welfare safety net expanded or contacted?

4. What is the impact of large corporations on emergency food providers?

5. How much innovative and self-help programming is going on in southern Illinois food pantries and soup kitchens?

6. How do southern Illinois food pantry/soup kitchens issues compare with issues of other rural emergency food providers?

The survey questionnaire is directed toward emergency food providers, primary staff or volunteers, at emergency food distribution centers, not recipients of emergency food supplies. Those surveyed were either directors, or coordinators, or volunteers responsible for day-to-day

operations of a food pantry or soup kitchen. As a result, the responses to the questionnaire provide first, a description of the emergency food provider system in southern Illinois -- its history, resource base and day-to-day operations, and second, a profile of the providers' perceptions of such things as the extent of hunger in their communities, provider organizational needs and problems, and the reasons why people are utilizing emergency food services. The survey questionnaire (see Appendix H) consists of 67 questions which are based on or borrowed from other surveys (U.S. Department of Agriculture; Bread for the World, 1984; Center on Budget and Policy Priorities, 1983; Seeds, 1986; National Student Public Interest Research Group, 1986; FRAC, 1985). The questionnaire was administered by students of a local community college (John A. Logan College, Carterville, Illinois), who were enrolled in a special Introductory Sociology course Spring, 1987, which focused on the issue of hunger in America. The course provided the information and training for the students to conduct the survey. Students were divided into groups of six for the study of the emergency food distribution network of each of twelve communities in four southern Illinois counties. Several communities have more than one emergency food provider resulting in a sample size of fifteen emergency food providers. The communities were not selected at random but

on the basis of student residence in them. It was felt that having students from the communities would facilitate access to emergency food providers, and it did. All of the providers known to exist in the twelve communities responded to the survey. They reflect a good cross section of the type of emergency food providers in the area. The time-table for contacting and surveying emergency food providers was as follows:

Week 1 - Brainstorming sessions on "Where" to find emergency food providers. Role-playing on "How" to make first contact. Overview values in rural areas;

Week 2 - Groups locate/identify emergency food providers in their assigned communities and request their participation in the survey;

Week 3 - Instructor does follow-up phone calls to emergency food providers to more fully explain survey. Follow-up letter with copy of questionnaire is sent to participating emergency food providers. Role-play by students administering questionnaire to one another, critiquing, and perfecting questions and improving questioning skills.

Week 4-7 - Emergency food provider questionnaire administered by students;

Week 8 - Debriefing of students to share experiences, insights, observations.

Treatment of Data

The fifteen completed questionnaires were processed in the following manner. The responses of each questionnaire were coded on optical scanning sheets. Staff of Learning Resources, Instructional Evaluation, Southern Illinois University at Carbondale then scanned the sheets utilizing an optical mark reader. A computerized Statistical Analysis System (S.A.S.) program was then used to obtain frequency, distributions and means for each survey question.

CHAPTER 4

RESULTS

Who Operates Food Pantries and Soup Kitchens in Southern Illinois? How Do They Operate? How Do Providers Feel About Their Work? What Problems Do They Experience?

Respondents, Staffing and Governance

Survey respondents consisted of four (4) paid staff workers and eleven (11) volunteer leaders whose experience in hunger work ranged from one to twenty-four years. Nine (9) of the respondents had been doing hunger work for three years or less, the remaining six (6) had been doing hunger work longer. Most became involved in their work through a church (7), or a job (3).

Most respondents (8) reported working two to fifteen hours of emergency food work per week. Four respondents reported working twenty to forty hours per week. Three of these were volunteers. Three survey participants reported that their work hours varied greatly from week to week.

Like other emergency food providers throughout the country, most Southern Illinois food pantries and soup kitchens are affiliated with church organizations. A national survey of 263 emergency food providers conducted by the U.S. Department of Agriculture (U.S.D.A.) found that

seventy-four percent (74%) of providers were affiliated with churches. This compares with 86% of Southern Illinois emergency food providers.

The U.S.D.A. survey found,

> in order to operate with limited budgets, emergency food programs depended heavily on donations of office space, equipment, etc. Primary expenditures were food purchases and salaries. (p. 19)

Southern Illinois survey results were very similar, with most providers (14) occupying donated space. Food purchases, utilities and salaries, like the national survey, were the provider's primary expenses.

Four of the fifteen providers (27%) surveyed employed paid staff whose work hours varied. Employment/staffing percentages were very similar to that of national surveys showing thirteen percent (13%) of providers employing one full time staff and nine percent (9%) employing two part-time staff.

The remaining southern Illinois providers used approximately 1500 volunteers in 1986 to manage their operations. Most volunteers were from churches or civic groups. Thirteen of the organizations surveyed had a steering committee or board. Of these, two had people who received emergency food from their organizations on the board or steering committee. Three of the providers reported involving volunteers and food recipients in their

organization's decision making, problem solving processes. (See Tables 1 and 2).

Comparisons between numbers of volunteers employed in emergency food distribution are difficult as data was not consistently tracked. For example, one food pantry reported "zero" volunteers and two part-time staff. It has a very active board of primarily local church group representatives. These representatives organize church sponsored activities which provide resources to the food pantry, such as a thrift shop and church food drives. Another pantry, which was similar in organization (active church board and thrift shop, funding sources) reported three hundred volunteers. Most Southern Illinois providers had about ten volunteers each. The median number of volunteers nationally was five (5). No national surveys were found studying the presence or absence of boards of directors for providers. Those providers with 501.C3 tax status must have a board. Most Southern Illinois providers did have boards or steering committees (86%). Those that did not have boards were very small church operations.

Research which thoroughly and thoughtfully examines provider decision makers and decision making process models is necessary to establish why food providers close. For example, during the research a food pantry and the satellite food bank closed their doors. As a result of meetings and individual conversations with hunger workers,

Table 1

Staffing, Southern Illinois Emergency Food Providers

Provider	Full Time Paid Staff	Part Time Paid Staff	Number of Volunteers
1	0	0	20
2	1	0	20
3	0	0	7
4	0	0	0 (Township staff distributes food)
5	0	0	2
6	0	0	12
7	0	0	6
8	0	0	300
9	0	0	2
10	0	0	5
11	0	0	3,300 = 1,100/yr (over 3 years)
12	0	0	15
13	0	2	0
14	1	0	0
15	1	0	10
Total	3	2	1499

Table 2

Food Pantry/Soup Kitchens - Board of Directors

Provider	Board or Steering Committee	Food Recipients on Board	Volunteer/ Recipient Problem-Solving
1	yes	yes	yes
2	yes	no	yes
3	yes	no	no
4	yes	no	no
5	yes	no	no
6	yes	no	no
7	no	no	no
8	yes	yes	yes
9	no	no	no
10	yes	no	N/R*
11	yes	no	no
12	yes	no	no
13	yes	no	no
14	yes	no	no
15	yes	no	no
	13/15	2/15	3/15

*N/R = No Response

a list of forty Southern Illinois emergency food providers was developed (See Appendix I). In the development of this list, an impression was created that there was uncertainty as to how many had closed and then reopened. "Turnover" seemed to be an issue. What insights into "why do they close?" could be obtained by examining provider decision makers and processes?

For example, problems with the satellite food bank surfaced, informally, from the onset of survey work. Two survey respondents reported that an evaluation of the food bank satellite was needed. Accusations of fraud, corruption, mismanagement and irresponsibility were frequent topics of phone calls, and of formal and informal meetings. Why these accusations? And, why did the satellite food bank finally close?

Any complete explanation of "why" must include a discussion of decision makers and making in this organization. The southern Illinois food bank satellite, which served a six county area, had a board comprised of four people--the paid director, his wife and two local ministers. All board members resided in the same community. It appeared that the director was making the day-to-day decisions. It was unclear, however, as to "who" was making longer-term decisions or, if any long-term planning was, indeed, occurring.

In meetings, whose primary focus was the closing of the food bank, the lack of community involvement in its operations was cited by many as the root of the problem. A food bank board composed of a broad spectrum of people, representative of its service area was sorely needed to generate community involvement. Studies of closings and successes which focus on this aspect of these organizations would be useful in enhancing the functionings of emergency food providers. Also, a study addressing, specifically, board requirements/accountability mechanisms for membership in the Second Harvest Food Bank Network would be useful. Those working to develop another regional food satellite in southern Illinois will need to pay particular attention to the satellite food bank experience as those who will be using the new food bank have opinions/attitudes about food banking which will shape future experiences.

Satisfaction with Work

In response to the question, "How would you describe the sense of satisfaction you get from your work?", the majority of providers surveyed reported being very satisfied (8) or satisfied (5). Only one provider reported being dissatisfied. When asked what they found particularly satisfying about their work, respondents most frequent response (10) to this open-ended question was, "Helping those in need, especially the elderly and families

with children". Other responses included: "Seeing the happy look on people's faces"; "Dealing with people's other needs" (spiritual); and "Raising awareness about hunger and trying to do something to end hunger".

When asked what they found least satisfying about their work, four respondents found "nothing" dissatisfying. Four listed "abuse of the system", people taking what they perceived to be as advantage of their services. Other responses included: "I wonder if I am creating dependency"; "Watching people trapped in poverty unable or unwilling to get out"; "Seeing the plight of senior citizens who are too proud to ask for food"; and "Not enough food".

When asked about the number of people volunteering for hunger work in their community now, compared to one year ago, respondents felt the number of volunteers had remained the same (3) or had increased (8). Two respondents reported a decrease in the number of people volunteering. Two were unable to ascertain whether volunteerism had increased, decreased, or remained the same.

As discussed in national studies of the role conflict experienced by volunteers, it appears that Southern Illinois hunger workers also experienced role conflict, conflict between the role of "Feeder of the Sheep" and watchdog over scarce food resources. As noted in the survey results, meetings and individual conversations with workers, there was a certain preoccupation with the

"abusers", people perceived to be taking advantage of provider services. Although, when abuse was brought up it was always prefaced by "it's just a small group but . . ." But this small minority group was a source of great frustration to volunteers as an issue of provider judgment was involved. Non-judgment is a part of the role of "feeder of sheep". As a guardian of limited resources, and sometimes as an extension of the federal government, to have to decide between the undeserving, the deserving and the more deserving is often a vexing issue.

When compared to the results of the Seeds Survey of Hunger Workers (June, 1986), Southern Illinois volunteers' perceptions of volunteer energy were similar. Seventy-three percent (73%) of Southern Illinois respondents perceived volunteer energy to be the same or greater. Eighty-four percent (84%) perceived volunteer energy to be the same or greater in the Seed's survey.

A subtle, or perhaps, latent function of emergency food provider voluntary efforts was the exposure to the variety of classes and religious belief systems as a result of group efforts to feed the hungry. This was evident at the large regional food bank where retired corporate executives, a variety of church volunteers, students and low income people worked together to get the food out to pantries and soup kitchens. This was also evident in the workings of one food pantry where twelve church groups

provided three hundred volunteers for food aid efforts. Emergency food provision provides opportunities for breaking down barriers between diverse groups of people.

Food Sources and Funding

Funding sources listed most frequently by food providers were: Federal Government; church groups; individual contributions; United Way; local governments, self-generated funds (thrift shops); local business; money donated for food; and community organizations. The top three funding sources in terms of frequency of response were the Federal Government, church groups and individuals. Those surveyed reported receiving no funding from the Red Cross, private foundations or state government.

Reported funding and food sources of southern Illinois providers were similar to those reported in the national U.S.D.A. survey. The top three funding sources of southern Illinois providers were: Federal government; church groups; and individuals. This was compared with: individuals; churches, sponsoring or affiliating agency; and local, as found in the national survey. The inclusion of the Federal Government as a source for southern Illinois providers is noteworthy. This is important in considering the future of another satellite bank. It appeared from survey results and other dialogues with workers that those food pantries/soup kitchens that appeared most successful,

did not receive inexpensive food (12 cents per pound) from the satellite bank. (In fact, sixty percent [60%] of survey respondents did not utilize the satellte food bank.) They reported that the reason they could afford other sources, like buying from local groceries, was federal money; specifically Federal Emergency Preparedness Money (F.E.M.A.). At an October meeting with Senator Glenn Poshard, several of the survey respondents voiced their concerns and problems with this funding source. There are possibilities of cuts. It would seem that the necessity of a cheap food source like a satellite bank, is now more important than ever, as both funding and food sources of southern Illinois providers appear to be narrowing. The Reagan administration announced in mid-November plans to reduce by half available surplus commodities. Sixty percent (60%) of southern Illinois providers reported surplus commodities as a food source. (See Table 3, Food Sources of Southern Illinois Pantries.)

"Funding" was the most frequently given response (73%) to the question of "Our biggest problem is . . . " As funding becomes more of an issue, as it appears it will, the use of untapped funding and food sources will become more important. Untapped funding sources in Southern Illinois include: private foundations, state and local governments, and groups like the Red Cross and United Way. Untapped food sources include: donations from local

Table 3

Food Sources, Southern Illinois Food Pantries/Soup Kitchens

Sources	Number of Food Pantries/ Soup Kitchens Obtaining Food From Source (T=15)
Purchased from Local Stores	10
Church Food Drives	10
Federal Surplus Commodities	9
Civic Groups	7
Satellite Food Bank	6
Donations from Local Stores	6
Individual Food Donations	5
Donations - Food Distributors/ Wholesalers	2
Farmers	1

stores; donations from food distributors and wholesalers; and farmers. Twenty-two percent (22%) of the nationally surveyed providers received some food from farmers. Only seven percent (7%) of Southern Illinois providers reported farmers as a food source. An understanding of proposed and existing tax laws which serve as an inducement for donating is important to the future of southern Illinois providers. Networking locally and nationally with groups attuned to this information will also be important. It appeared that respondents, both through the survey and various meetings, recognized this gap in southern Illinois food distribution efforts.

Operations and Operational Needs

Record Keeping and Criteria for Eligibility

Most of the providers surveyed kept records of either the number of individuals or number of households served. Basic information requested of recipients was: name; address; phone number; number of people in household; monthly income and date of contact. Three providers took note of the special dietary needs of food recipients. Two checked to see if recipients had cooking facilities. Five reported tracking employment status and reason for requesting food. While most providers kept records, the information on these records was not aggregated.

Each emergency food provider utilized a variety of screening and verfication methods to determine eligibility and to prevent duplication of services. No clear patterning was ascertained regarding eligibility, verification or duplication policies. The provider with the fewest number of policies, in this regard, was the Soup Kitchen which provided services based on the expressed need of the recipient. Six of the fifteen provides restricted services by residency requirements. Half of the providers surveyed placed no limit on the number of times people can utilize their services. The remaining providers limited services to once a week, once a month, three times a year or four times a year. Food boxes given to the needy had anywhere from a three day to one week food supply which was based on the number of people in the household.

It appeared that those pantries and kitchens in the national survey maintained more types of information on recipients, like reason for need for services, employment status, cooking facilities and contents of boxes. Twenty percent (20%) of Southern Illinois providers took note of special dietary needs of recipients compared to four percent (4%) in the national survey. The most typical (50%) length of time reported for a food box to feed a recipient household was three days in the national survey, and one week in the Southern Illinois survey. Forty-seven

percent (47%) of Southern Illinois providers placed no limits on the number of times households can be issued food aid. This compares with nineteen percent (19%) of providers in the national survey. A comparison of eligibility requirements, verification procedures, and efforts to prevent duplication between the two surveys is difficult as the national survey did not separate food banks from pantries in its reporting on this type of data.

Community Contacts

Typically, providers had some degree of contact with Departments of Public Aid, Township Relief offices and local churches who made referrals. Only three (20%) reported having regularly scheduled meetings or contacts with other groups (locally or regionally) that distribute emergency food or do other kinds of hunger related work. Both in the survey and debriefing sessions which followed the survey work, respondents voiced a need for regional cooperation and networking.

Equipment

The providers surveyed had access to the basic types of equipment necessary for their operations. When asked what their greatest equipment needs were, the most frequent responses were refrigerators and freezers. Other needs expressed were: shelving; dollies; trucks; and more space.

One provider had raised enough money within the community to build its own facility.

Emergency Food Providers - Needs

Respondents were asked what kinds of help they could use from national/international hunger organizations. The most frequently given response (9) was help with funding. Two of the respondents reported that they felt an evaluation of the satellite food bank was greatly needed. This issue came up several times from a variety of sources. Other needs expressed by respondents were: Updated information on hunger (2); media events (Hands Across America) (2); and skill training in fundraising.

Funding was also the most frequently given response (11) to the question, "Our biggest problem is . . ." When asked, "Compared to a year ago finding funds for hunger work is", twelve respondents reported "about the same". Two found fundraising harder. One reported that fundraising was easier when compared to a year ago. Other problems listed were: Not enough resources to follow-up on recipients; funding during the summer months; determining focus of work; and finding volunteers.

Is the Need for Emergency Food in Southern Illinois Increasing or Decreasing? Who Receives Emergency Food? Why?

Assertions of critics of current food assistance that domestic hunger is increasing, utilize the "explosion"

in numbers of emergency food providers, use of these providers services and pounds of food distributed through the Second Harvest Food Bank Network as indicators of the extent of hunger. These same indicators were used to compare the experience of emergency food providers in Southern Illinois to the results of national surveys of providers. When compared on this basis, the survey results on southern Illinois emergency food providers reflect the trends found at the national level.

The growth in numbers of emergency food providers in southern Illinois appears to have occured during the years 1981-1986 with thirteen of the fifteen providers surveyed initiating their work during this period. Sixty percent (60%) of respondents felt hunger in their communities had increased during the period 1986-1987. This is compared to eighty-eight percent (88%) in another national survey. In a follow-up question to nine of the original respondents, hunger workers were asked if use of their service had increased, decreased or remained the same over the last five years. Five of the nine respondents reported an increase in usage. The remaining felt usage had remained the same. With regards to pounds of food distributed in southern Illinois through the Second Harvest Food Bank Network, this has been increasing as well. The satellite food bank which provided food to a six county area of southern Illinois, distributed one million pounds of food

in 1986. The director of the satellite food bank reported that pounds of food distributed had more than doubled since 1984, when the food bank opened. If one accepts increasing numbers of providers, increasing numbers of food recipients and increasing pounds of food distributed as indicators of hunger, then it appears that the extent of hunger is increasing in southern Illinois.

The issue of populations of concern is focused on the question, "Are the characteristics of populations utilizing emergency food providers changing?" Both supporters and critics acknowledge the existence and presence at food pantries and soup kitchens, of the new poor. Where they differ is in their assessments of the size and duration of this new poverty group comprised of the unemployed and families with children. The Reagan administration regards this population as a very small percentage of the total poverty popluation and that their use of eemrgency food providers is temporary, as economic growth will restore well being to this group. Critics, on the other hand, point to surveys which indicate sizable increases in the numbers of the new poor seeking food.

As the great majority of respondents did not track this type of information, it is difficult to ascertain the extent of the new poor poverty population utilizing southern Illinois food pantries and soup kitchens. What is possible to report, is that the new poor are indeed using

local food pantries and soup kitchens. Data obtained from a few respondents indicate their numbers have increased. Tables 4 and 5 indicate increased usage of these three pantries, as well as, increases in the numbers of households with children served in 1986. One pantry reported (Table 6) that most food recipients use the pantry on a one-time only basis. Two respondents reported most of the non-senior citizen households served were single parent-female headed households. The soup kitchen reported that most recipients were under the age of 65 and that they have more children during the summer months when there is no school. Several follow-up questions were asked six months after the original survey (see Appendix H). When respondents were asked if there was some difference, no difference, or a great difference in the types of people they currently served versus the types of people they served when the food pantry/soup kitchen first opened, respondents made the following statements: "There is some difference because more working people are unemployed and they have children"; "Some difference - The New Poor is on the increase because of the economic problems in Southern Illinois; "Some difference - we are seeing younger people with small children. They have minimum wage jobs and can't keep up with the cost of living"; "Some difference - People that have had long standing jobs have lost them and now

Table 4

Pantry Usage 1985 and 1986

(Providers #1 and #15)

	Provider #1	Provider #15
Senior Citizen Household		
1985	30	10
1986	35	12
Senior Citizen Households with Children		
1985	0	2
1986	0	1
Other Households with Children		
1985	45	40
1986	48	50
Other Households without Children		
1985	5	5
1986	7	7
Total Households		
1985	80	57
1986	90	70
Total Individuals Served		
1985	N/A	135
1986	N/A	200

Table 5

Director's Report, Clients Served 1985, 1986 (Provider #8)

Clients Served	Food			Free Clothing		
	1985	1986	Total	1985	1986	Total
Adults over 65	102	91	193	15	27	42
Adults Under 65	747	864	1611	637	1041	1678
Children	631	720	1351	573	1008	1581
Total Persons	1480	1675	3155	1225	2076	3301
Total Families	536	617	1153	481	711	1192

Table 6

Director's Report, Visits per Household, 1986 (Provider #8)

Food				Free Clothing		
# Visits	Area	Other	%	# Visits	%	# Visits
1	165	70	68	1 - 129	55	10 - 3
2	57	9	19	2 - 32	14	11 - 2
3	24	7	9	3 - 16	6.8	13 - 3
4	7	0	2	4 - 15	6.4	13 - 3
5	5	0	1	5 - 9	3.8	14 - 0
6	0	0	0	6 - 11	4.7	15 - 0
7	1	0	.3	7 - 4		16 - 1
8	2	0	.6	8 - 3		17 - 2
9	1	0	.3	9 - 3		18 - 1
Total Households	262	86	100.2 (348)	Total Households - 235		

Table 7

Ages of Individuals Requesting Food 1986

(Providers #3, #9, #10)

	Providers		
	#3	#9	#10
Senior Citizen (65+)	15%	40%	100%
50-64	10	20	0
35-49	25	20	0
19-34	50	20	0
Total	100%	100%	100%

they are experiencing poverty"; "Some difference - more middle class people are using the soup kitchen and pantry".

Four of the nine respondents who answered the follow-up questions reported "no difference" in the type of people they served. They reported serving a variety of people - the unemployed, seniors, those suffering from catastrophic illness, families, and those on general assistance.

According to a recent newspaper report (Southern Illinoisan, 11/6/87, DeWitte), The Salvation Army of West Frankfort, Illinois (see Appendix G for 1983 and 1984 usage figures)", served 2,500 people in the first eight months of 1987, compared to 875 people during the same period last year" (p. 2). The report goes on to note that, "the Marion Soup kitchen served 5,198 free meals in the first nine months of 1987", and according to Mary Erwin the soup kitchen's coordinator, "If anything it has been up in the last couple of months". In the same report, Jamie Tuttle, coordinator of the Murphysboro Food Pantry, stated that, "It's a battle all the time to get enough food".

When asked if private voluntary efforts currently meet the needs of the hungry in their area, twelve of the respondents said "yes". Two responded "no". Eleven respondents felt that if demand for food assistance increased above five percent their organization would be able to meet the need. Four reported they would not be able to meet this increase in demand. When asked how their

organization has met increases in food demand, providers' most frequent responses were, "received more cash" and "received more food". Only one provider reported transferring resources from other programs or utilizing savings to meet increases in food demand.

When asked if the respondents had observed any increases in demand for food in any specific months, eight reported "yes". The months which they specified are the winter months of November, December, January and February. One respondent reported an increase in demand for food at the end of each month.

A clearer picture of the extent of the new poor in Southern Illinois could be obtained through a survey of emergency food aid recipients and by encouraging emergency food providers to systematically track and compile this type of information.

The most common reason respondents believed recipients applied for food aid was unemployment, which is consistent with national surveys. Again, when asked to explain the existence of food pantries and soup kitchens, the respondents most frequently mentioned unemployment and underemployment as reasons for emergency food providers.

Respondents were asked to list the five most frequently given reasons, by those requesting food, for their food need. The top three most frequent reasons given for food need were unemployment (5), "not enough income"

(4), "just moved into area" (3). Other responses given were "children hungry" (1), "food stamps late" (1) and "other bills" (1). Listed as the "second most frequent" reasons for requesting provider services were: "Ran out of stamps" (3); "food stamps lost or stolen" (3); "unemployment", (3), "not enough income" (2); emergency (2); and "children hungry" (1). The third most frequent reasons were, "other bills cut into food money" (4), "food stamps lost or stolen" (2), "Waiting for aid" (2), disabled (1), "passing through and ran out of money" (1), "just moved into area" (1). Four respondents did not list a "third most frequent" reason for food requests.

When asked for their own opinions on the major reason for the existence of hunger in their communities, thirteen included "the economy" in their responses. Five included difficulty in getting food stamps in their responses. A lack of education and poor resource management on the part of recipients was included in twenty percent (3) of the responses. Other respondent opinions on the reasons for food requests in their communities included: divorce (2); underemployment (2); disabilities (2); high utilities (1); alcoholism (1); and the high percentage of senior citizens in the area (1).

A follow-up question was asked six months later of nine of the original respondents. The question asked "Based on your experience, how would you explain the

existence of food pantries/soup kitchens and their usage?" Eight of the nine respondents cited unemployment, underemployment or budget cuts as the reasons for the existence and use of food pantries and soup kitchens. One provider responded, "They are used more because people know we are there to help them". The majority of respondents felt that cuts in federal spending or food programs had either seriously hurt the poor (5) or had been somewhat harmful to the poor (8). Fourteen percent (2) responded that budget cuts had no effect on the poor.

Has the Federal Safety Net Expanded or Contracted?

Has the federal social welfare safety net expanded or contracted? Acording to critics of the administration, the net has not only contracted, it is full of holes. They claim that government policies, which have reduced funding of federal social welfare programs, coupled with unemployment are to blame for increasing poverty and hunger in America. Administration supporters claim that social welfare expenditures have increased with need and allegations of hunger in America are politically motivated.

Thirty-three percent (33%) of Southern Illinois food providers surveyed felt that cuts in federal food programs seriously hurt the poor. A Seeds, "Hunger Movement Survey (June 1986) of 400 emergency food leaders/volunteers found that a much larger percentage (85%) believed cuts in

spending on federal food programs seriously hurt the poor. If, as most administration critics suggest, federal spending reduction is seriously hurting the poor, why didn't more Southern Illinois respondents reflect this thinking? There are at least two explanations. One is that most respondents, like the administration, did not believe federal spending on social welfare programs has been reduced or that the increase in numbers of food recipients is as directly tied to federal programs as critics suggest. A second possible explanation is found in survey responses to two questions: "Are you aware of any federal or state legislation that would help your organizations emergency food effort?", and "Are you expecting any changes in the federal Surplus Commodity Distribution Program?". Survey responses to both these questions were overwhelmingly "No's". It may be that, as the frontline troops do not know the war strategy, frontline hunger workers are unaware of how their work is related to the bigger legislative picture.

Nine of the fifteen providers reported receiving varying amounts of surplus commodities. Five reported that their experience with surplus commodities was "very favorable". Eight reported a "favorable" experience with surplus commodities. Only one respondent reported an "unfavorable experience". None of the respondents reported

being aware of any future changes in the surplus commodities program.

What Is the Impact of Large Corporations on Emergency Food Providers?

As mentioned previously, large organizations can cast a shadow over the smaller emergency food provider as in the case of volunteers who must act as enforcers of federal or corporate requirements for food access. Or, a financially dependent relationship can develop as in the case of federally funding (F.E.M.A.). Two other aspects of corporate/governmental effects on local emergency food distribution efforts emerged in meetings and individual conversations with hunger workers. They were the impact of corporate mergers on food access and what one hunger worker called, "The name of the game is move the food".

At a meeting with Southern Illinois providers, the director of the regional food bank (which provided food to the southern Illinois satellite food bank) said he believed that corporate mergers in the food industry are, in part, responsible for declining amounts of corporate food donated through the Second Harvest Network. Organizations connected to the Second Harvest employ individuals who recruit food donations at the corporate level. They develop valuable contacts who sometimes help them make contacts with other sources of corporate giving. These contacts, it appeared to him, are threatened by these

mergers as terminating or replacing workers with good donator contacts is sometimes a result of mergers.

"The Name of the Game is Move the Food", relates to an issue briefly mentioned in the literature review. That is, food providers at both the food bank and pantry level sometimes purchase non-nutritious food in hopes they will get something better next time (Nutrition Action, 1980). If a food bank does not accept a corporate food donation, maybe the donor won't call when the corporation has something good. When this occurs it appears a chain reaction is set off which affects distribution at the local level. The food bank must get rid of this food for a variety of reasons--space for future inventory, perishability, and possibly the realization of the corporate tax write-off. The food bank then "pushes" this food to satellites and pantries. If the satellites and pantries are unable to move this food they are stuck with it and scarce resources are wasted. Administrators in the Second Harvest Food Network both denied and acknowledged this "game". At a local level, this game appeared to have severe repercussions for the operations of the satellite bank. One user of the satellite bank reported that on several occasions she was encouraged to buy more than she needed of a product which the satellite had an inordinate amount of. She reported being encouraged by the satellite worker to buy more than she needed and was told she could

sell, for a slightly higher price, what she didn't need. This practice could pollute the corporation's targeted market and set the stage for other forms of corruption. A study to examine the prevalence of the "food moving" practice and its impact on food distribution is needed. Also, an investigation into just how corporations benefit (size of tax write-offs, morale, reduction in waste disposal costs) from participation in the national food distribution network is needed to shed light on their impact on grassroots providers.

How Much Innovation and Self-Help Programming Is Going on in Southern Illinois Food Pantries and Soup Kitchens

As noted in Appendix B, "Definition of Terms", by self-help is meant actions, policies, decision or projects which enhance the individual's/community's ability to obtain basic needs by tapping the talent, resources, energy and experience of those serving in and/or utilizing food pantries and soup kitchens. Indicators utilized in the survey to spot self-help efforts on the part of providers were involvement in decision making processes and types of additional services provided at soup kitchens/food pantries.

Additional services of providers included: personal counseling (5); job counseling (5); food stamp counseling (1); child care (1) and clothing (2). One provider

required that after three visits individuals able to work must receive job counseling. None of the fifteen providers surveyed provided educational workshops, community gardening opportunities or facilitated bartering.

Very few providers had recipients on the board or in problem solving positions. As noted in survey responses to the question, "What do you find least satisfying about your work?", the concern about creating dependency is on the minds of at least some provider volunteers/leaders. One hunger worker is very interested in investigating how the Food Share Program could be implemented in Southern Illinois. This type of program requires a small amount of money and work for receipt of food. A demonstration project which promotes recipient self-sufficiency, tailored to their need as well as the providers' (and perhaps the communities') would be interesting and useful in enhancing services of providers.

How Do Southern Illinois Food Pantries and Soup Kitchens Issues Compare With Issues of Other Rural Emergency Food Providers?

Issues identified in rural emergency food distribution through the literature review were: increases in demand for food; use by farm families; resource drain on church and civic organizations, and transportation. Southern Illinois survey results indicated that increases in demand and resource drain were, indeed, issues for local

providers. The extent and nature of food demand and resource drain in rural areas warrants further study. Regarding farm family use of pantries and soup kitchens and transportation, neither of these issues emerged in survey data. This does not, however, mean these are not issues for Southern Illinois providers. A survey directed at food aid recipients (versus providers) would be a better way of examining these issues. Emergency food provider sites may also be a good location for the study of recent economic trends' impact on migration and settlement patterns.

> Research in the area may help us understand and predict the impact of economic patterns and how they affect the movement of people either to or from rural areas. What impact does rural homelessness have on urban service providers? Do homeless persons leaving rural areas in search of something better end up in urban shelters and soup kitchens, further straining an already overburdened service delivery system? Or, perhaps the reverse is true, with urban unemployed and homeless returning to rural areas where they have family or friends and a romanticized image of "the good life" of rural areas (Missouri Association for Social Welfare, 1985, p. 54).

s this migration pattern occurring in Southern Illinois and, if so, to what extent? A study of food aid recipients could shed some light on these questions.

Ten of the fifteen provided food delivery to those unable to get to the food pantry. Transportation as an issue did not "emerge" in the survey responses. Once again a survey of recipients would better address the issue of rural transportation issues in emergency food distribution.

Recommendations

The following is a summary of recommendations/ suggestions for future study on rural emergency food distribution.

1) Develop a regional committee comprised of people working on the issue of hunger locally, nationally, internationally. This committee could initiate educational projects, and surveys, serve as the basis for a new regional satellite food bank, facilitate information sharing on important legislative issues, and explore of new funding and food sources.

2) Develop and implement a survey directed at food aid recipients. Such a survey would be useful in ascertaining the extent of the new poor identifying transportation and nutrition issues assessing the use of providers by farm families and researching urban to rural migration patterns and needs and skills of recipients.

3) Share information obtained through survey work with national groups studying emergency food distribution. Encourage those doing national survey work to include the impact of corporate mergers on food donations examination of the extent and ramifications of the "moving the food game" and concrete studies of how corporations benefit by donating food waste.

4) Explore self-help projects with local emergency food providers by inviting people experienced in this type of work to the area for meetings or workshops. An exploration of the Food Share program would be a good start. Get providers to involve volunteers and recipients in decision making, problem solving and self-help efforts.

5) Encourage Food Pantries/Soup Kitchens and Food banks to compile more information about costs, numbers of people served, reasons for need, ages, etc. . . . and issue regular reports to public officials and media.

6) Encourage the Second Harvest Food Bank Network to examine decision makers and making, particularly in their satellite operations.

CHAPTER 5

CONCLUSIONS

Overview

The paper examines the origins, workings and issues of emergency food providers in the form of food pantries and soup kitchens in order to provide a description of emergency food distribution in southern Illinois. It does so by, one, examining literature written by both the supporters and critics of current food assistance policy and, two, by utilizing the information gathered through this review as the basis for a survey of fifteen emergency food providers in four southern Illinois counties. The survey served as the means of gathering the information necessary to present a description of the operations of emergency food providers in southern Illinois as well as the perceptions of their staff and volunteer leaders.

A third aspect of the research relates to the second goal of the paper, that is to provide southern Illinois communities and emergency food providers with information on national and local emergency food distribution efforts. The information compiled for this paper was shared with representatives of southern Illinois food pantries/soup kitchens at a meeting on October 16, 1987, World Food Day.

The meeting was attended by about twenty-five (25) representatives of groups doing hunger-related work in southern Illinois. This meeting was followed by a second meeting of "hunger workers" which focused on the closing of the regional food bank and alternative food sources. These meetings, and others, provided additional information on several issues.

Literature Review and Survey Results Comparison

Proponents of the Reagan administration's food assistance policy and critics of that policy have differing viewpoints with regard to: the extent of hunger in America; the populations of concern; the efficacy of the Federal Safety Net; and the role of private sector efforts in providing food aid. Supporters of the administration's food assistance policies tend to either deny the existence of hunger in America or downplay its extent. When addressing the issue of "Who are the hungry," administration supporters focus their attention on personal versus environmental or structural factors which might lead to hunger. These personal factors include family dysfunction, alcohol and drug abuse, mental illness, lack of marketable skills, and poor dietary choices. From this perspective, the federal safety net has grown to meet needs and is adequate. Private sector efforts in the form

of corporate giving and the national food bank/pantry network complement federal food assistance programs.

The existence of emergency food providers is explained, from this perspective, as largely the result of the provider's ability to distribute excesses in supply (surplus commodities/corporate food waste) versus an increasing demand for food. The argument being that hunger and poverty do not necessarily occur simultaneously. When incomes fall and poverty increases, hunger does not necessarily follow. When reports of poverty make their way into the public arena there is a humanitarian response on the part of voluntary organizations. This humanitarian response coupled with greater access to food surpluses could independently account for the expansion of private sector food provision. While this explanation is quite plausible, it appears difficult to prove. The researcher found no attempts, in the literature reviewed, to operationalize this hypothesis. Critics of the current administration's food policy contend that hunger is increasing, and that we are seeing the faces of the new poor at soup kitchens and food pantries. These critics focus their attention on those structural (versus personal) factors contributing to hunger in America such as: displacement and underemployment of workers due to industrial shifts and the growth of the service industries; the farm crisis; and increasing costs in obtaining food,

shelter and clothing. The federal safety net has been greatly reduced through budget cuts and is inadequate in meeting basic needs. Critics of the administration point to numerous studies of emergency food providers indicating that the capacities of these providers are being greatly taxed by increasing demand (versus supply creating demand). These studies point out there are other problems with the national emergency food distribution network. Studies indicate that some food pantry/soup kitchen workers are questioning exactly what role they are playing. Are they becoming a grossly underfunded substitute for federal food assistance programs? Are they being asked to fulfill the role of social workers? Other issues in emergency food distribution are the impact of federal and corporate bureaucracies on grassroots organizations providing food assistance, nutritional composition of foods received corporate involvement/incentives in emergency food distribution and rural hunger.

The contrast between the picture painted by the supporters of the current administration and the picture painted by critics of these policies is the major force behind the survey development and implementation. Which picture is most inclusive of the experience of southern Illinois emergency food providers?

Survey results along with follow-up interviews and meetings indicate that the experience of southern Illinois

emergency food providers closely resembles the picture painted by critics of the current administration. Emergency food provider respondents reported increases in the extent of hunger in southern Illinois. They also reported a growing awareness of the new poor as recipients of emergency food. Federal budget cuts were also cited by the majority of providers as being harmful to the poor. Unemployment, underemployment and the economy were the respondent's explanations for the existence and expansion of their services, as opposed to the administration's claims that increasing supplies of food in the form of surplus commodities and corporate food waste are creating increases in demand for emergency food. As in the national surveys of providers, southern Illinois food pantries and soup kitchens workers reported significant problems surrounding private sector emergency food distribution efforts, particularly problems stemming from the conflict between the needs of large bureaucratic organizations, like the government and corporations, and the needs of small church-based community groups.

At an operational level, southern Illinois providers are also very similar to those studied through other national surveys. They are primarily church based and have similar policies and procedures. Regarding self-help efforts, that is, programming to enhance the self-sufficiency of food recipients and lessen dependency, there

was very little programming which promoted the concept of self-help.

Thinking About Alternatives-- Promoting Self-Help Capacities in Meeting Food Needs

With the further projected contraction of the welfare system and expanding local unemployment, more and more of the disenfranchised may turn to locally controlled food pantries and soup kitchens to meet their basic food needs. The emergency food distribution network in the form of food banks, food pantries and soup kitchens may increasingly became a part of the social fabric of communities upon which larger numbers of people depend. Will this fabric increasingly resemble that of the larger welfare system with its patterns of dependency? Dependency on the food pantry? Dependency on corporate food waste? Dependency on uncertain amounts of federal dollars and surplus? Or do food pantries and soup kitchens, because of their local and autonomous natures as community institutions, hold the potential for providing programming which promotes self-sufficiency and self-help and lessens dependencies? Both scenarios exist.

> Enhancing the self-help potential of any action,
>
> enables people to see themselves as masters rather than victims, creators rather than creatures, makers rather than products. Victims as such do not contribute to the advancement of society. (Boggs and Paine, 1978, p. 120).

As roles in and opportunities for decision making are limited, dependent relationships diminish a person's decision making capacities. The decision making capacities of an individual or of a society are an essential element of personal and social change.

> It is impossible to bring about significant change in this country without increasing the capacities, not the rights, of people to make decisions. This is one of the chief things we should be thinking about. (Boggs and Paine, 1978, p. 150).

How can the decision making capacities and the self-sufficiency of people, who both work at and who use food pantries, be increased? There is no easy answer to this question but somewhere at the heart of it lies the development of food pantries and soup kitchens which generate opportunities and resources for increasing the decision making capacities of people, that generate and encourage choice-making. A 1984 study by the Central Illinois and Eastern Iowa Division of the Salvation Army suggests a variety of efforts to "upgrade food pantry operations". Here are a few which promote decision making capacities:

> Involving pantry clients in self-help projects and in the operations of the pantry itself; poor people are not dumb or helpless, they are just poor; by tapping this reservoir of talent, concern, experience and energy, pantries could expand their range of services to include more of the sorts of things listed below; Expanding the range or services to include provision of items people need on a day-to-day basis but cannot buy with food stamps (toothpaste, hand soap, light bulbs, diapers, etc.), counseling, voter registration, garden projects, etc. (p. 17)

In Conversations in Maine - Exploring Our Nation's Future (Boggs & Paine, 1978) the authors reflect on what they believe to be most important for solving America's social problems. "If we learn how to build satisfactory social relationships, we will also discover how to satisfy belly hunger - rather than the other way around" (p. 254). They believe the development of appropriate democratic/capacity-building social relationships is critical in solving social problems like that of hunger. Food pantry and soup kitchen workers and users face tremendous challenges, challenges to build community institutions that provide opportunities for decision making, for building satisfactory social relationships, and for meeting the basic needs of low income people.

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APPENDIX B

DEFINITION OF KEY TERMS

*Emergency Food Distribution--Distribution of emergency food to the needy in the form of surplus commodities and food surplus through emergency food providers.

*Emergency Food Providers--Distributors of emergency food in the forms of food banks, and satellite food banks, food pantries/shelves, and soup kitchens.

*Field Surplus--Food which is left behind by either human or mechanical harvesters. It is usually plowed under.

*Food Banks--Solicit, store, and distribute food to food pantries, food bank satellites, and soup kitchens that actually serve the hungry. Food is solicited directly from the food industry retailers, farmers, and restaurants, and/or indirectly from national food bank networks. Food Banks make food available to satellite pantries and soup kitchens on a per pound basis. For example, the Greater Chicago Food Depository, Chicago, Illinois sells food to its member food pantries and soup kitchens at a rate of 7¢ per pound. Food banks sometime distribute government surplus commodities.

*Food Pantry/Shelf--Provide free or low-cost emergency food to the needy at a local level. Food pantries and food shelves usually operate through church or other voluntary organizations or agencies. The food comes from food banks and their satellite and/or local food drives and solicitations.

*Good Samaritan Laws--Enacted by most states to limit liability of persons and organizations that donate food for free distribution to needy persons.

*Hunger--"The sensation caused by not having enough food. It becomes a growing sensation when too many meals are missed, and grows into a body-consuming numbness after several days without food. Hunger is both a physiological and psychological state that comes from not having enough food. Prolonged hunger can affect health, growth, behavior, mental attitude, and chances for survival. Hunger is the strong desire for food, and the weakness, debilitation, on pain caused by prolonged lack of food" (Hunger in the 80's, 1984, p. 1).

*National Food Bank Networks--Non-profit organizations dedicated to reducing hunger and minimizing food waste. These networks solicit donations of surplus food from the food industry and distribute products to certified food banks throughout the country. These networks strive to minimize the "costs" of industry donating and maximize the benefits of donating.

*Satellite Food Bank--Or affiliate food banks, are located in areas where size of communities, number of emergency food providers or proximity to a full-scale food bank make it more cost effective to have a small-scale food banking operation.

*Self-Help Efforts--Actions, policies, decisions, projects, etc. . . which enhance the individuals and/or communities ability to meet basic needs by tapping the talent, resources, energy and experience of those serving in and utilizing food pantries and soup kitchens.

*Soup Kitchens--Provide meals that must be eaten on premise. Soup kitchens are often staffed by volunteers from churches or civic organizations. They primarily serve the homeless.

*Surplus Commodities--United States Department of Agriculture surplus foods obtained by the federal government under agricultural price support systems consisting of bulk grains, cheese, butter, honey, and non-fat dry milk. Surplus commodities are distributed domestically and overseas.

*Tax Reform Act of 1976-170(e)(3)--Provides liberalized federal tax deductions for contributions of inventory and other ordinary income items by a corporation to a charitable organization. This provision in tax law serves as an incentive for corporation to donate surplus food. Under it, a deduction is allowed for the fair market value of the property limited to the cost of the property plus one-half of the gross profit. In no event the deduction exceed two times the cost.

APPENDIX C

AFDC and Food Stamp Benefits by State

The federal poverty level for a family of four is $10,609. This is the level at which it is theoretically possible for a family to obtain basic necessities and to purchase food supplies necessary to meet minimum nutritional requirements.

In no state in the nation, however, does the combined income from food stamps and AFDC (two major safety net programs) bring family income up to the poverty level.

	AFDC benefit	AFDC as a % of poverty	Food stamps benefit	Combined AFDC and food stamps		
				Total	As % of poverty	Rank
Alabama	$147	16.6%	$264	$411	46.5%	50
Alaska	$775	70.1%	$212	$987	89.3%	1
Arizona	$282	31.9%	$256	$538	60.9%	38
Arkansas	$191	21.6%	$264	$455	51.5%	48
California	$660	74.7%	$143	$803	90.8%	3
Colorado	$420	47.5%	$215	$635	71.8%	21
Connecticut	$549	62.1%	$176	$725	82.0%	8
Delaware	$336	38.0%	$240	$576	65.2%	33
Dist. of Columbia	$366	41.4%	$231	$597	67.5%	29
Florida	$273	30.9%	$259	$532	60.2%	39
Georgia	$245	27.7%	$264	$509	57.6%	43
Hawaii	$546	53.7%	$318	$864	85.0%	9
Idaho	$344	38.9%	$238	$582	65.8%	31
Illinois	$368	41.6%	$230	$598	67.7%	28
Indiana	$316	35.7%	$246	$562	63.6%	35
Iowa	$419	47.4%	$215	$634	71.7%	22
Kansas	$396	44.8%	$222	$618	69.9%	24
Kentucky	$246	27.8%	$264	$510	57.7%	42
Louisiana	$234	26.5%	$264	$498	56.3%	44
Maine	$452	51.1%	$205	$657	74.3%	12
Maryland	$376	42.5%	$228	$604	68.3%	26
Massachusetts	$463	52.4%	$202	$665	75.2%	10
Michigan	$441	49.9%	$209	$650	73.5%	15
Minnesota	$611	69.1%	$158	$769	86.9%	5
Mississippi	$120	13.6%	$264	$384	43.4%	51
Missouri	$308	34.8%	$248	$556	62.9%	37
Montana	$425	48.1%	$213	$638	72.2%	19

	AFDC benefit	AFDC as a % of poverty	Food stamps benefit	Combined AFDC and food stamps Total	As % of poverty	Rank
Nebraska	$420	47.5%	$215	$635	71.8%	20
Nevada	$272	30.8%	$259	$531	60.1%	40
New Hampshire	$429	48.5%	$212	$641	72.5%	17
New Jersey	$443	50.1%	$208	$651	73.6%	14
New Mexico	$313	35.4%	$247	$560	63.3%	36
New York	$566	64.0%	$171	$737	83.4%	6
North Carolina	$221	25.0%	$264	$485	54.9%	45
North Dakota	$454	51.4%	$205	$659	74.5%	11
Ohio	$343	38.8%	$238	$581	65.7%	32
Oklahoma	$349	39.5%	$236	$585	66.2%	30
Oregon	$446	50.5%	$207	$653	73.9%	13
Pennsylvania	$401	45.4%	$221	$622	70.3%	23
Rhode Island	$440	49.8%	$209	$649	73.4%	16
South Carolina	$206	23.3%	$264	$470	53.2%	46
South Dakota	$371	42.0%	$230	$601	67.9%	27
Tennessee	$168	19.0%	$264	$432	48.9%	49
Texas	$201	22.7%	$264	$465	52.6%	47
Utah	$425	48.1%	$213	$638	72.2%	18
Vermont	$688	77.8%	$134	$822	93.0%	2
Virginia	$321	36.3%	$245	$566	64.0%	34
Washington	$561	63.5%	$173	$734	83.0%	7
West Virginia	$249	28.2%	$264	$513	58.0%	41
Wisconsin	$612	69.2%	$157	$769	87.0%	4
Wyoming	$390	44.1%	$224	$614	69.4%	25

AFDC benefit is as of November 1984. Food stamp benefits are as of November 1, 1984.

Source: Center on Budget and Policy Priorities, Washington, D.C., February, 1985.

APPENDIX D

POTENTIAL DONORS TO EMERGENCY FOOD DISTRIBUTION NETWORKS

* Farmers
* Home Gardens
* Fruit Packers
* Vending Machine Operators
* Grocery Stores
* Commercial Warehouses
* Producers of Industrial equipment
* Police (illegally killed game)
* Bakeries
* Restaurants
* Fruit Growers
* Produce Markets
* Local Food Salespeople
* Regional Food Industry

APPENDIX E

Forces Behind EFD Network

Federal Tax Reform Act of 1976 as amended (P.L. 94-455), passed in 1976. This law enables corporations, which donate surplus food to not for profit organizations, to deduct for tax purposes the cost of production of the donated food plus one-half of the retail market value. The total tax deduction allowed the donator cannot be more than two times the cost of producing the donated product (Raff, 1982).

Good Samaritan Laws which have been enacted by most states to limit the liability of persons and organizations donating food for distribution to the needy;

Agricultural Act of 1981 which required the United States Department of Agriculture (USDA) to reduce cost by "reducing storage costs associated with the dairy product price support system" (Lipsky and Thibodeau, 1985, p. 4). This act forms the basis for the Special Dairy Distribution Program;

The Temporary Food Assistance of Program of 1983 (TEFAP), expanded the list of foods (government surplus commodities) available for distribution and gave $50 million to the states to offset their costs for storage and distribution of surplus commodities and $10 million to community organizations for costs incurred with the distribution of surplus commodities;

Federal Emergency Management Agency Program of 1983 (FEMA) in its initial phase gave $100 million "to expand the level of services in the private sector among existing programs," (Lipsky and Thibodeau, 1984, p. 8). FEMA currently provides funds for emergency food providers purchase of food for the needy;

Food waste - It is estimated that at least 20% percent of the food produced in the United States is wasted. The cost of disposing of waste produced at the industry level is increasing as the cost of disposing of waste at landfills increases. Also some food industry experts report that donating food waste versus throwing it away helps worker morale. (Boyd, 1983).

APPENDIX F

Private Sector Innovation

Food co-ops and Buying Clubs of San Diego, California), like the Self-Help and Resource Exchange (S.H.A.R.E.) is a nonprofit, private organization, "designed to improve the food purchasing ability of low income people. Participants pledge eleven dollars and two hours of community service work each month and in turn receive $50 worth of food. The contributions allow for centralized buying, transportation, and solicitation of donations and "gleaning operations" (President's Task Force, 1984, p. 189).

Community Gardens - Examples of community gardening projects are the Sprout Program initiated in 1976 in Cleveland, Ohio. The low or moderate income participants' programs "turn vacant urban lots into productive gardens". Sprouts also operates a minifarm on the grounds of the House of Corrections. The foods produced in the minifarm directly or through the Greater Cleveland Food Bank. A similar project is directed by the Cooperative Extension Service of Pennsylvania State University. In 1986, urban gardens in Philadelphia produced and preserved over two million dollars worth of food with the average community garden producing $500 in produce (Leland, 1986). Neighborhood food networking is another example of innovation within the food aid movement. People who have hand tools and canning equipment but are unable to utilize them (senior citizens, disabled) share these resources with low-income people who want to garden and preserve food in exchange for some of the food which is produced and preserved.

Food Recipient Education - These programs usually take the form of education on nutrition and social services. "It became clear that along with a food emergency there come those emergencies of housing, medical care, and employment. We were not only being called upon to provide food for the people of our community. We realized they also needed to be fed information that would allow them to act for themeselves in securing what was rightfully their due" (Keehn, 1978, p. 16).

Solicitation of grassroots support and community education on the issue of hunger are other areas of innovation. The traditional food drive is being expanded upon. One group raised a ton of food by getting people to donate their height in food. Numerous runs and bike-athons against

hunger are being organized by athletes, medical students and other civic organizations. Girl and Boy Scouts can earn merit badges for participating in hunger efforts. Some groups are trying to organize "matching" food drives in which every dollar worth of food donated is matched with a dollar to be used for the advocacy of long term public food programs (Amidei, 1985).

APPENDIX G

June 1984 Illinois Food Pantry Survey

On June 19 and 20, 1984, the Food for Families Project conducted a telephone survey of ten food pantries scattered across downstate Illinois, chosen solely to achieve a good mix of urban/rural, church/non-church samples.

The pantries were asked for figures on how 1984 caseloads were comparing with 1983 caseloads. These were their responses:

The Salvation Army Mattoon, IL	Jan. - May 1983: "about 500 persons" Jan. - May 1984: "over 1,000 persons"
St. John's N.E. Community Fund Decatur, IL	May 1983: "58 referrals" May 1984: "113 referrals"
Jacksonville Community Food Pantry Jacksonville, IL	Jan. - May 1983: "481 families" Jan. - May 1984: "662 families"
Project We Care Vandalia, IL	"almost exactly double last year and increasing"
The Salvation Army Kewanee, IL	Jan. - Apr. 1983: "76 families" Jan. - Apr. 1984: "498 families"*
South Side Office of Concern Peoria, IL	May 1983: "427 families" May 1984: "541 families"
The Salvation Army West Frankfort, IL	"737 individuals in all 1983 and 196 individuals so far this year"**
First United Methodist Church Dixon, IL	Jan. - Mar. 1983: "1,018 people" Jan. - Mar. 1984: "2,029 people"
The Salvation Army Kankaee, IL	Jan. - Mar. 1983: "$1,003 spent" Jan. - Mar. 1984: "$4,770 spent"

Western Egyptian Economic/Opportunity Council DuQuoin, IL	All of 1983: "237 individuals" Jan. - May 1984: "138 individuals"

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*Part of the increase is credited to an upgrading of the pantry.

**The decrease is attributed to several other local churches and the local union opening pantries of their own in the face of rising need.

APPENDIX H

Questionnaire for Emergency Food Providers

Name of Organization: _____

Address: _____
street city state zip

Phone: _____

Type of Organization: Food Bank____ Food Pantry____

Soup Kitchen____ Other (describe)_____

Hours of Operations_____

Name of Person Interviewed:_____

Position: _____

Interviewer(s):_____

Date of Interview: _____

Section I

Give a brief history of your organization and its involvement in emergency food distribution. When did your organization begin distributing emergency food? Why? Who (or what) organization started? Where? Any other information relevant to the emergency food provider's history.

Section II

1. Compared to one year ago, hunger needs in my community seem to have:

   [ ] increased
   [ ] decreased
   [ ] remained the same

2. Compared to one year ago, the number of people volunteering in hunger work in my community has:

   [ ] increased
   [ ] decreased
   [ ] remained about the same

3. In my area volunteers' energy is:

   [ ] decreasing
   [ ] the same
   [ ] increasing

4. I became involved in hunger work:

   [ ] through something on radio or television
   [ ] through a program I attended
   [ ] through a friend
   [ ] through a church
   [ ] through a hunger organization
   Which one? _____
   [ ] other _____

   Comments: _____
   _____

5. Overall, how would you describe the sense of satisfaction you get from your hunger work:

   [ ] very satisfied
   [ ] satisfied
   [ ] somewhat satisfied
   [ ] dissatisfied
   [ ] very dissatisfied

6. What has been particularly satisfying about your work?

   Comment: _____
   _____

7. What has been least satisfying about your work?

   Comment: _____
   _____

8. I am: [ ] staff [ ] volunteer
   Average number of hours per week _____
   Position _____

9. I have been involved in hunger work for _____ years.

10. How many staff people do you have?

    Full time (paid) _____ Part-time (paid) _____ Volunteer _____

11. I feel media coverage in my community of hunger issues has been:

    [ ] very supportive
    [ ] supportive
    [ ] fair
    [ ] unsupportive
    [ ] hostile

12. From my experience, I feel that cuts in spending on federal food programs:

    [ ] have seriously hurt the poor
    [ ] have been somewhat harmful to the poor
    [ ] have had no effect on the poor
    [ ] have helped the poor

13. We could use more of the following kinds of help from national/international hunger organizations:

    [ ] updated information
    [ ] audio visuals
    [ ] study guides
    [ ] school curricula
    [ ] visiting speakers
    [ ] skills training in _____
    [ ] national conferences
    [ ] media events (such as USA for Africa)
    [ ] funding
    [ ] other _____

14. Our biggest problem is:

    [ ] finding funding
    [ ] finding volunteers
    [ ] determining focus/project to work on
    [ ] other _____

15. Compared to one year ago finding funds for hunger work is:

[ ] easier
[ ] harder
[ ] about the same

16. [ ] Please feel free to include my comments in any written material.
[ ] Please contact me before using my name in any written materials.
[ ] Please do not use my name in any written materials.

Section III

17. Does your organization keep records of:

[ ] number of households served
[ ] number of individuals served
[ ] number of meals served
[ ] number of food baskets, bags, or boxes
[ ] total costs of providing food
[ ] pounds of food distributed

18. If yes, do you keep these records on a:

[ ] monthly basis
[ ] yearly basis (if yes, when does your year begin _____)
[ ] both

A. If yes, how long have you kept these records? _____

PLEASE NOTE THE FOLLOWING BEFORE PROCEEDING:

*IF INTERVIEWING AT A FOOD BANK ONLY, SKIP TO QUESTIONS 36-40.

**IF RECORDS HAVE NOT BEEN KEPT OR ONLY PARTIAL RECORDS EXIST PLEASE ESTIMATE FOR THE FOLLOWING REPSONSES.

19. How many households served are:

		1984	1985	1986
A.	Senior Citizen households without children	____	____	____
B.	Senior Citizen households with children	____	____	____
C.	Other households with children	____	____	____
D.	Other households without children	____	____	____
	Total:	____	____	____

Comments: _____

_____

20 How many of the individuals requesting food are:

	1984	1985	1986
Senior citizens (65+)	____	____	____
50-64	____	____	____
35-49	____	____	____
19-34	____	____	____
Under 18	____	____	____
Total:	____	____	____

Comments: _____

_____

21. How many of the individuals requesting food are:

	1984	1985	1986
male	____	____	____
female	____	____	____
Total	____	____	____

22. How many meals to individuals did you provide in:

1980 _____ 1981 _____ 1982 _____ 1983 _____
1984 _____ 1985 _____ 1986 _____
N/A _____

Comments _____

_____

23. What was the total cost to your organization of providing meals in:

1980 _____ 1981 _____ 1982 _____ 1983 _____
1984 _____ 1985 _____ 1986 _____
N/A _____

Comments _____

_____

24. How many emergency food boxes or baskets or bags did you provide in:

1980 _____ 1981 _____ 1982 _____ 1983 _____
1984 _____ 1985 _____ 1986 _____
N/A _____

Comments _____

_____

How many individuals did you serve in:

1980 _____ 1981 _____ 1982 _____ 1983 _____
1984 _____ 1985 _____ 1986 _____
N/A _____

Comments _____

_____

25. What was the total cost of providing emergency food boxes or baskets or bags in:

1980 _____ 1981 _____ 1982 _____ 1983 _____
1984 _____ 1985 _____ 1986 _____
N/A _____

Comments _____

_____

26. How long should the emergency food boxes or bags or baskets feed the recipient household?

[ ] 1 day
[ ] 2 days
[ ] 3 days
[ ] 4 days
[ ] 5 days
[ ] 6 days
[ ] 1 week
[ ] other _____ (specify)

27. Which of the following criteria does your organization use to determine eligiblity for food?

[ ] Self declared/walk-in
[ ] referral by agency/church/organization
[ ] certification in any other assistance program or use of poverty guidelines
[ ] emergency situation only
[ ] must live in certain communities
List _____ _____ _____

_____ _____ _____

[ ] time restrictions or limitations on giving food (e.g., once a month per household. Please state restriction _____)
[ ] other (specify) _____

28. Which of the following procedures does your organization use to verify a person's eligibility?

[ ] rules on verification done by source of referral
[ ] organization contacts third party
[ ] relies on personal knowledge of the situation
[ ] nothing done to verify
[ ] other (specify) _____

29. Does your organization try to prevent duplication of food giving?

[ ] yes
[ ] no

If yes, which of the following method(s) does it use?

[ ] informal network of agencies
[ ] only program in area
[ ] geographic eligibility
[ ] screened by referral agencies
[ ] personal knowledge of staff
[ ] other _____

30. What type of information does your organization maintain on those who receive food? (check off)

[ ] name
[ ] address
[ ] phone number
[ ] number of persons in household
[ ] sources of income(s)
[ ] monthly income
[ ] annual income
[ ] date of receipt
[ ] number of food boxes
[ ] content of food boxes
[ ] source of referral
[ ] reason for need
[ ] employment status
[ ] cooking faciltiies
[ ] social security number
[ ] race
[ ] special dietary need
[ ] program involvement

31. Please list the organization(s)/agency(ies) who make referrals to you.

_____

_____

_____

32. Please list the organization(s)/agency(ies) to whom you refer food recipients.

_____

_____

_____

33. How many soup kitchens and food pantries are operating in this community? (Please List)

_____

_____

_____

_____

34. What reasons do organizations/agencies give you for referral?

_____

_____

_____

_____

35. Please list the five most frequently given reasons, given by those requesting food, for their food need.

most frequent reason _____

2nd most frequent _____

3rd most frequent _____

4th most frequent _____

5th most frequent _____

NOTE: Questions 36-40 are for food banks only. Food pantry, soup kitchens and food bank questions resume with question #39.

FOOD BANKS ONLY

36. How many organizations with emergency food programs did you serve in:

1980 _____ 1981 _____ 1982 _____ 1983 _____
1984 _____ 1985 _____ 1986 _____

37. How many pounds of food did you distribute in:

1980 _____ 1981 _____ 1982 _____ 1983 _____
1984 _____ 1985 _____ 1986 _____

38. What were your total operating costs for:

1980 _____ 1981 _____ 1982 _____ 1983 _____
1984 _____ 1985 _____ 1986 _____

39. To what organizations/agencies/groups are you furnishing food?

Name(s)	Location
_____	_____
_____	_____
_____	_____

Are they sufficient to meet the needs of Southern Illinois?

[ ] yes
[ ] no

40. Which of the following are required of emergency pantries/soup kitchens in order to receive food from your food bank?

[ ] non-profit status
[ ] storage facilities
[ ] case files
[ ] inventory controls
[ ] financial contributions to food bank (how much per pd? _____)
[ ] standard household eligibility criteria
[ ] membership in network
[ ] other (describe)_____

FOOD BANKS ONLY

NOTE: Resume food bank, food pantry and soup kitchen questions.

41. Is there a limit on the number of times individuals or groups can come to you requesting food?

[ ] yes
[ ] no

If yes, what is your limit?

_____

_____

42. Have you had to turn away individuals or groups?

[ ] yes
[ ] no

If yes, # of groups per month _____
# of individuals per month _____

43. Do private voluntary efforts currently meet the needs of the hungry in your area?

[ ] yes
[ ] no

If no, about what percentage of the need do you think is unmet? _____

44. If demand for emergency food assistance increased above 5%, would your organization be able to meet the need?

[ ] yes
[ ] no

45. Does your organization have a Steering Committee or Board?

[ ] yes
[ ] no

If yes, decribe _____

_____

Are those who receive food from your organization represented on the Steering Committee or Board?

[ ] yes
[ ] no

Are volunteers and/or those receiving food involved in your organization decision making/or problem solving processes?

[ ] yes
[ ] no

If yes, how _____

_____

46. Does your organization provide any of the following? (Check)

[ ] personal counseling
[ ] job counseling
[ ] educational workshops (energy conservation, nutrition, budgeting, etc.)
[ ] food stamp counseling
[ ] child care
[ ] community garden
[ ] bartering or trading/exchange network
[ ] other (describe)_____

_____

_____

47. Do you provide delivery to those unable to get to the pantry/food bank or soup kitchen?

[ ] yes
[ ] no

If yes, is delivery limited to specific area(s)?

[ ] yes
[ ] no

If yes what area(s)? (List) _____

_____

_____

48. Has your organization and/or those you serve identified any transportation issues in obtaining or delivery of food?

[ ] yes
[ ] no

If yes, decribe _____

_____

49. Have you observed increases in demand for food in any specific month(s)?

[ ] yes
[ ] no

If yes, specify which month(s) _____

_____

50. Where does your organization get its food?

	List Name of Specific Provider	% of Total Food
[ ] Food Bank	1) _____	_____
	2) _____	
	3) _____	
[ ] Civic Group(s)	1) _____	_____
	2) _____	
	3) _____	
[ ] Church Food Drives	1) _____	_____
	2) _____	
	3) _____	

[ ] Purchase with Cash from Local Stores	1)_____	_____
	2) _____	
	3) _____	
[ ] Food Donations Local Stores	1)_____	_____
	2) _____	
	3) _____	
[ ] Farmers	Listing unnecessary	_____
[ ] Individual food donations	Listing unnecessary	_____
[ ] Food donations from food distributors/ wholesalers	1)_____	_____
	2) _____	
	3) _____	
[ ] Government Surplus Surplus		_____
[ ] Other (specify)		_____
_____		
_____		
	Total	100%

51. In general, if demand for food is increasing, how has your organization met this increase? Have you

[ ] received more cash
[ ] received more food
[ ] received more volunteers
[ ] transferred resources from other programs
[ ] used excess capacity or reserves
[ ] other (please specify) _____

_____

52. Where does your organization get its volunteers?

	Number of Volunteers from
[ ] churches	_____
[ ] civic organizations	_____
[ ] Action/Vista	_____
[ ] workfare program	_____
(please record # of workfare staff _____)	
[ ] other (specify)	_____
_____	
_____	
Total	_____

53. Which of the following are your organization's funding sources? (Check). Please rank order these funding sources from largest (#1) to smallest.

[ ] Individuals	_____
[ ] Church groups	_____
[ ] United Way	_____
[ ] Red Cross	_____
[ ] Foundations	_____
[ ] Self-generated funds	_____
[ ] Community organizations	_____
[ ] Federal Government	_____
[ ] State Government	_____
[ ] Local Government	_____
[ ] Local Businesses	_____
[ ] Fees/Donations collected for food	_____
[ ] Other (specify) _____	_____
_____	
Total	100%

54. If you receive federal surplus commodities, do you receive reimbursement from the state of local government for the costs associated with the distribution of federal surplus commodities?

[ ] yes
[ ] no

If yes, how much did you receive in:

1980 _____ 1981 _____ 1982 _____ 1983 _____ 1984 _____ 1985 _____

1986 _____

What problems, if any, do you have with surplus commodity distribution?

_____

_____

_____

Are you expecting any changes in the federal Surplus Commodity Distribution Program in your community?

_____

_____

_____

Overall, how would you rate your experience with surplus commodites distribution?

[ ] very favorable
[ ] favorable
[ ] unfavorable

55. Does your organization have any regularly scheduled meetings or contacts with other groups in your community or region that distribute emergency food or do other kinds of hunger related work?

[ ] yes
[ ] no

If yes, describe _____

_____

_____

56. Are you aware of any federal on state legislation that would help your organization's emergency food efforts?

[ ] yes
[ ] no

If yes, describe _____

_____

_____

57. In your opinion, what are the major reasons for the existence of hunger in your community?

58. Please comment on the ability to meet the need for emergency food in your community and any recommendations you may have?

Section IV

59. What kind of physical structure does the food bank, soup kitchen or food pantry occupy? Describe (i.e., square feet, condition of structure, neighborhood).

_____

_____

_____

_____

_____

60. The space is:

[ ] donated space in a building to which it has exclusive use
[ ] donated building (entire building)
[ ] rented space in a building
[ ] rented building (entire building)
[ ] other, please describe _____

_____

61. Rank the following items in their order from largest (#1) to smallest (#10) expenditure(s).

_____ Salaries, fringes and benefits
_____ Food purchases
_____ Food vouchers
_____ Utilities
_____ Transportation
_____ Equipment
_____ Advertising/Solictation
_____ Space (rent/mortgage)
_____ Office Supplies
_____ Other (specify) _____

_____

62. Which of the following type of equipment does the emergency food provider have access to?

Check	Item(s)	Total Number	Number Owned	Number Donated	Number Rented/Leased
____	truck	____	____	____	____
____	car	____	____	____	____
____	bulletin board	____	____	____	____
____	typewriter	____	____	____	____
____	television	____	____	____	____
____	copying machine	____	____	____	____
____	tape recorder	____	____	____	____
____	calculator	____	____	____	____
____	computer	____	____	____	____
____	stand-up freezer	____	____	____	____
____	walk-in freezer	____	____	____	____
____	stove	____	____	____	____
____	refrigerator	____	____	____	____
____	sink	____	____	____	____
____	table	____	____	____	____
____	chairs	____	____	____	____
____	bathroom	____	____	____	____
____	meeting room	____	____	____	____

63. What, if any, is your greatest space and/or equipment need presently?

_____

_____

64. How could this survey be of help to you?

_____

_____

65. Over the last few years, has the use of your food pantry or soup kitchen:

    a. increased _____

    b. decreased _____

    c. remained the same _____

    If usage has increased, how would you explain the increase?

_____

_____

_____

66. A variety of explanations have been given as to why there are so many food pantries and soup kitchens and why these food providers are reporting increasing usage of their services. For example, some would say unemployment is the reason, or that more people are hungry, or that there is more food to distribute, or that families are seeking more food for their children. Based on your experience, how would you explain the existence of food pantries/soup kitchens and their usage?

_____

_____

_____

67. Is it your impression that there is (circle): some difference, no difference, a great difference - in the types of people you are seeing at your food pantry/soup kitchen now vs. the types of people you saw when the pantry/soup kitchen first opened?

    If there is a difference, what is the difference?

_____

_____

_____

APPENDIX I

Southern Illinois Emergency Food Providers

First Baptist Church of Creal Springs
P. O. Box 47, Creal Springs, IL 62933
Hours: 9-10:30, 3rd TH each month & emergency
Contact Person: Mike Stallard
Telephone: 996-2494

DeSoto
210 West Lincoln, DeSoto, IL 26924
Hours:
Contact Person: Sandra Bullar
Telephone: 867-2696

Food Bank and Commodities Outlet
Elkville Christian Church and Civic Center
Hours: No set hours
Contact Person: Dorothy Longshore
Telephone: 568-1791 or 568-1881

Christian Lay Council Food Pantry
415 South 20th, Murphysboro, IL 62966
Hours: 9 a.m. - 11 p.m., MTTHF
Contact Person: Jamie Tuttle
Telephone: 684-6089

Cambria Food Bank
P. O. Box 218, Cambria, IL 62915
Hours: 9 a.m. - 1 p.m., weekdays
Contact Person: Loma Brown
Telephone: 985-6082

Western Egyptian E.O.C.
310 East South, DuQuoin, IL 62832
Hours: 8:30 a.m. - 5:00 p.m., MTHF
Contact Person: Doris Tanner
Telephone: 542-4656

Project Manna
Main Street, Marion, IL 62959
Hours:
Contact Person: Brother Patrick
Telephone: 993-3194

Marion Ministerial Alliance Soup Kitchen
506 West Union, Marion, IL 62959
Hours: 9 a.m. - 2 p.m.
Contact Person: Mary Erwin
Telephone: 997-9389

Food Program
Route 1, Box 166, Johnston City, IL 6251
Hours: 8:30 a.m. - noon
Contact Person: Mary Martin
Telephone: 942-3953

Rev. Mike Glasko
Johnston City, IL 62951
Hours: no hours
Contact Person: Mike Glasco
Telephone: 983-6001 or 983-5938

West Monroe Apostolic Church
1609 West Monroe, Herrin, IL 62948
Hours: One hour before and after services and on call
Contact Person: Lucille Lewis
Telephone: 942-4163

Herrin Community Pantry
P. O. Box 522, Herrin, IL 62948
Hours: 9 a.m. - noon, T; 1-4 p.m., F
Contact Person: Helen Garnati
Telephone: 942-2080

Main St. Ministries
105 North Main, Zeigler, IL 62999
Hours: 24-hour referral
Contact Person: Tony R. Morgan
Telephone: 596-5311

Salvation Army
P. O. Box 4111, West Frankfort, IL 62896
Hours: 9 a.m. - 3 p.m.
Contact Person: Major Terry Sword
Telephone: 937-4111

Carbondale Food Bank
700 South Oakland, Carbondale, IL 62901
Hours: 9 - 11 a.m., MF
Contact Person: Virginia Clark
Telephone: 457-0323

Long Prairie Missionary Baptist Church
Belle Rive, IL 62810
Hours:
Contact Person:
Telephone: 736-2318

Carterville United Methodist
201 West Main, Carterville, IL 62918
Hours:
Contact Person:
Telephone: 985-4511

Corinth, IL
Hours:
Contact Person: Shirley Thackston
Telephone: 982-2963

W.A.D.I.
1101 State Street, Eldorado, IL 62930
Hours:
Contact Person: Sharon Hess
Telephone:

Equality Christian Center
Hours:
Contact Person: Freeman Barnett
Telephone: 276-4246

Galatia First Baptist
Hours:
Contact Person:
Telephone: 268-6141 or 268-4541

Goreville Baptist Church
Hours:
Contact Person:
Telephone: 995-2171

Harrisburg Christian Center
105 East Ford, Harrisburg, IL 62946
Hours:
Contact Person:
Telephone: 253-7419

Full Gospel Fellowship
13th and Pine, Johnston City, IL 62951
Hours:
Contact Person: Juanite Tackett
Telephone: 983-6612

Hurst-Bush United Methodist Church
Hours:
Contact Person: Rev. Gerald Gulley
Telephone: 985-4511 or 985-2555

Johnston City Faith Chapel
Hours:
Contact Person:
Telephone: 993-8788

Shawnee Development Council
Karnak, IL 62956
Hours:
Contact Person:
Telephone: 634-2682

Shilo Baptist
1015 Conger Street, Mt. Vernon, IL 62864
Hours:
Contact Person:
Telephone:

Red Cross
408 East Clark, West Frankfort, IL 62896
Hours:
Contact Person: Edith Schaeffer
Telephone: 937-1740

Pleasant Hill Baptist
1015 Conger Street, Mt. Vernon, IL 62864
Hours:
Contact Person:
Telephone: 266-7247

Senior Citizens
Okawville, IL 62271
Hours:
Contact Person:
Telephone: 243-5998 or 243-6533

Spillertown Baptist
Hours:
Contact Person: Rev. Alsip, Regina Hendrickson or Barbara Whitehead
Telephone: 243-5998 or 243-6533

West Frankfort Christian Church
Hours:
Contact Person:
Telephone: 937-3787

2nd Baptist Church
West Frankfort, IL 26896
Hours:
Contact Person: Harley Tabor
Telephone: 932-6969

Whiteash Apostolic
Hours:
Contact Person: Rev. Martin, John McCoy
Telephone: 985-2446 or 985-6810

Union Count Food Pantry
100 East Davies, Anna, IL 62906
Hours:
Contact Person: Shirley Martin
Telephone:

Loaves and Fishes
308 East Clark, West Frankfort, IL 62896
Hours:
Contact Person: Bob Butte
Telephone:

Johnston City Food Bank
1000 Newton, Johnston City, IL 62951
Hours:
Contact Person: Don and Nancy Margrum
Telephone:

Benton Ministerial Alliance
301 South Main, Benton, IL 62812
Hours:
Contact Person: Dale Carson
Telephone: 438-5841